HISTORY AND FUNCTIONS OF THE DEPARTMENT OF STATE

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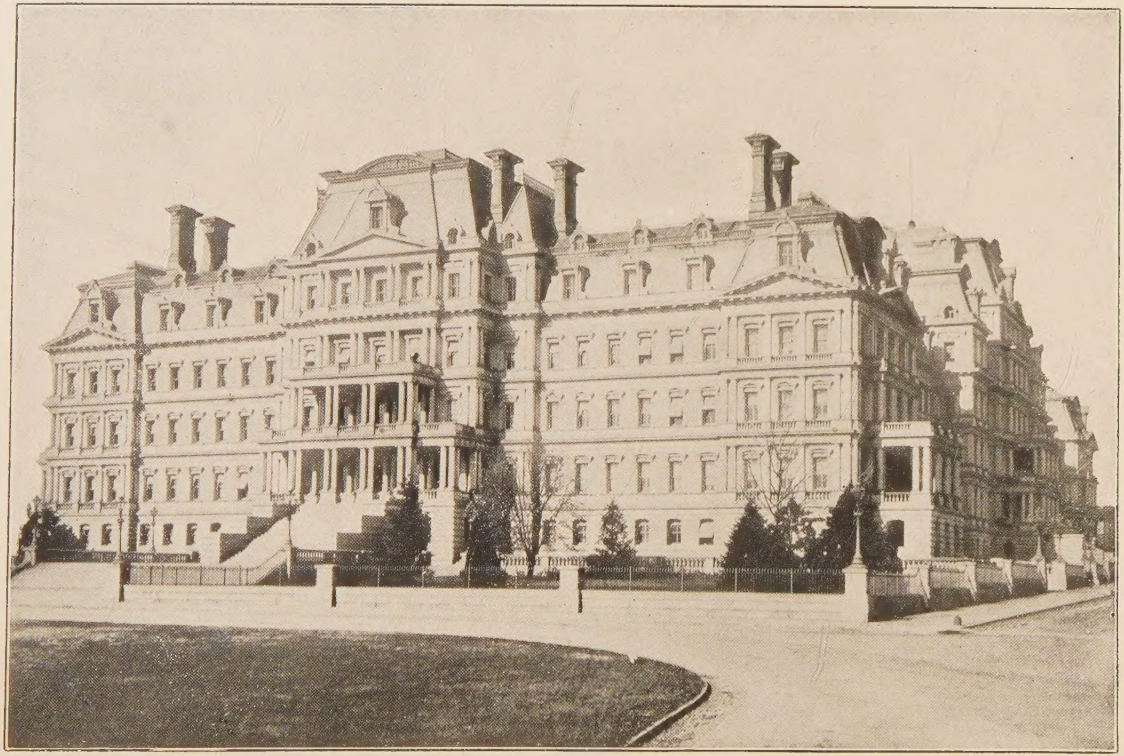


BUILDING OCCUPIED BY THE DEPARTMENT OF STATE AT THE PRESENT TIME.

HISTORY

OF THE

DEPARTMENT OF STATE

OF THE

UNITED STATES.

ITS FORMATION AND DUTIES, TOGETHER WITH BIOGRAPHIES
OF ITS PRESENT OFFICERS AND SECRETARIES
FROM THE BEGINNING.

WASHINGTON:
GOVERNMENT PRINTING OFFICE.
1901.

NOTE.

A comprehensive history of the Department of State would necessarily comprise several volumes. This work makes no pretension other than being simply the briefest possible outline of the development of the Department from its beginning. In the preparation of this sketch quotations have been freely made from a report to the Chief Clerk of the Department of State in 1893 by Mr. Gaillard Hunt, and full acknowledgment is hereby made to that painstaking and reliable writer of history. The chapters on the methods employed in the conduct of business in the several bureaus appear substantially as written by the chiefs of those bureaus. The data for the biographical sketches of the Secretaries has been obtained from various sources, and has been verified by the official records as far as seemed necessary. The illustrations have been secured only after much effort, and the compiler feels confident that they will be highly appreciated.

The work of the Department of State has grown apace with the development of the country, and this fact should prompt liberal appropriations for the use of the Secretary of State in carrying on the important work committed to him. The personnel and organization of the Department is as follows:

A Secretary of State.
An Assistant Secretary.
A Second Assistant Secretary.
A Third Assistant Secretary.

A Solicitor, who is an officer of the Department of Justice detailed for duty in the Department of State.
A Chief Clerk.
An Assistant Solicitor.
Seven chiefs of bureau.
Two translators.
One private secretary to the Secretary of State.
Ten clerks of class 4.
Four clerks of class 3.
Ten clerks of class 2.
Twenty-four clerks of class 1.
A telegraph operator.
Five clerks at $1,000 each per annum.
Ten clerks at $900 each per annum.
One chief messenger.
One messenger.
Two assistant messengers.
One packer.
Thirteen laborers.

Thus, including the Solicitor, the Department has a working force of ninety-nine persons.

There have been thirty-seven Secretaries of State, two of whom, Daniel Webster, from March 5, 1841, to May 8, 1843, and from July 23, 1850, to October 24, 1852, and James G. Blaine, from March 5, 1881, to December 19, 1881, and March 7, 1889, to June 4, 1892, served under two different Administrations, thus making 35 men who have actually occupied the place as regularly commissioned Secretaries. There have been seventeen *ad interim* Secretaries, two of whom, William Hunter, Chief Clerk, from March 3, 1853, to March 6, 1853, and from December 13, 1860, to December 16, 1860, and Mr. William F. Wharton, Assistant Secretary, from June 4, 1892, to June 29, 1892, and from February 24, 1893, to March 5,

1893, occupied the place under different Administrations. Of the thirty-five Secretaries, but four are living at this time, Foster, Olney, Day, and Hay. Of those appointed *ad interim* Secretary, two were Secretaries of War, five Attorneys-General, six Chief Clerks, one Secretary of the Navy, three Assistant Secretaries, and one Second Assistant Secretary. Two *ad interim* Secretaries, Timothy Pickering, from December 10, 1795, to May 12, 1800, and Abel P. Upshur, from June 24, 1843, to February 28, 1844, were subsequently elevated to the position of Secretary. A number of Secretaries were continued for longer or shorter periods from one administration to another in order to meet the convenience of the incoming administration.

There have been twenty-five Assistant Secretaries, one of whom, William Hunter, was twice commissioned and served under two different Administrations.

There have been two Second Assistant Secretaries since that office was created, July 27, 1866, Mr. Hunter and Mr. Adee, both of whom had served as Third Assistant Secretaries.

There have been ten Third Assistant Secretaries since that office was established, February 24, 1875.

There have been twenty-six Chief Clerks, one of whom was twice appointed, six served as *ad interim* Secretaries, one was promoted to Third Assistant and three to be Assistant Secretaries.

The present diplomatic service is composed of one hundred and three persons, of whom six are ambassadors, thirty envoys extraordinary and ministers plenipotentiary, four ministers resident, and one chargé d'affaires.

The present consular service is composed of thirty-nine consulates-general, two hundred and fifty-five consulates, and twenty-three commercial agencies, employing about eleven hundred persons, making a total in the diplomatic

and consular service of about twelve hundred persons. The supervision and direction of this force devolves upon the Department of State; and the reader will not fail to note that the necessary correspondence by mail and cable with such an army, engaged in safeguarding and advancing American interests abroad, must entail burdensome work on a Departmental force of ninety-nine people.

The work of the Department has increased over 80 per cent in the last ten years, without any essential increase in its working force. Both the force and available working space in the Department will have to be increased very considerably within a short time in order to meet the absolute necessities of the service.

WM. H. MICHAEL,
Chief Clerk, and Representative of the Department of State on the Government Board of Management, Pan-American Exposition.

AUGUST 1, 1901.

OFFICERS AND CHIEFS

OF

THE DEPARTMENT OF STATE.

1901.

SECRETARY OF STATE,
JOHN HAY, OF THE DISTRICT OF COLUMBIA.

ASSISTANT SECRETARY OF STATE,
DAVID J. HILL, OF NEW YORK.

SECOND ASSISTANT SECRETARY OF STATE,
ALVEY A. ADEE, OF NEW YORK.

THIRD ASSISTANT SECRETARY OF STATE,
THOMAS W. CRIDLER, OF WEST VIRGINIA.

SOLICITOR,
WILLIAM L. PENFIELD, OF INDIANA.

CHIEF CLERK,
WILLIAM H. MICHAEL, OF NEBRASKA.

ASSISTANT SOLICITOR,
FREDERICK VAN DYNE, OF NEW YORK.

CHIEF OF THE DIPLOMATIC BUREAU,
SYDNEY Y. SMITH, OF THE DISTRICT OF COLUMBIA.

CHIEF OF THE CONSULAR BUREAU,
ROBERT S. CHILTON, JR., OF THE DISTRICT OF COLUMBIA.

CHIEF OF THE BUREAU OF INDEXES AND ARCHIVES,
PENDLETON KING, OF NORTH CAROLINA.

CHIEF OF THE BUREAU OF ACCOUNTS AND DISBURSING CLERK,
THOMAS MORRISON, OF NEW YORK.

CHIEF OF THE BUREAU OF FOREIGN COMMERCE,
FREDERIC EMORY, OF MARYLAND.

CHIEF OF THE BUREAU OF ROLLS AND LIBRARY,
ANDREW H. ALLEN, OF NORTH CAROLINA.

CHIEF OF THE BUREAU OF APPOINTMENTS,
ROBERT BRENT MOSHER, OF KENTUCKY.

TRANSLATORS,
HENRY L. THOMAS, OF NEW YORK.
JOHN S. MARTIN, JR., OF PENNSYLVANIA.

FIRST SEPARATE HOUSE OCCUPIED BY THE DEPARTMENT OF FOREIGN AFFAIRS 13 SOUTH SIXTH STREET, PHILADELPHIA, PA.—1781–1783.

DIFFERENT BUILDINGS OCCUPIED BY THE OFFICE OF FOREIGN AFFAIRS AND THE DEPARTMENT OF STATE.

The foreign affairs of the country were first conducted under the direct supervision and direction of the Congress. The first building, therefore, in which foreign affairs were given consideration was that in which the Congress first met. This was Carpenter's Hall, Philadelphia, located at the end of an alley south from Chestnut, between Third and Fourth streets. From here the Government was removed to Independence Hall, where foreign affairs were conducted till the Department of Foreign Affairs was organized and installed in a small house at No. 13 South Sixth street. This building was occupied by the Office of Foreign Affairs from the latter part of 1781 till June, 1783, when the Department was practically suspended. It was revived and placed on a broader basis by John Jay in 1785. A good picture of the first building occupied by the Office of Foreign Affairs, separate from the Congress, is presented on another page.

The seat of government was removed to New York City in 1785. The Office of Foreign Affairs was established in the room of Faunce's Tavern in which General Washington bade farewell to his generals at the close of the war. It was removed from this place in 1788 to a house owned by Philip Livingston, located on the west side of Broadway, near the Battery. Subsequently it was transferred to a house on the same street, but on the opposite side.

The seat of government was again established in Philadelphia, and the Office of Foreign Affairs was located on Market street, where it remained but a short time, when it was removed to the southeast corner of Arch and Sixth streets, then in North alley, and then on the corner of Fifth and Chestnut, where it remained till the capital was removed to Washington. It might be stated that the office was temporarily removed to Trenton, N. J., on account of the prevalence of yellow fever in Philadelphia, where it occupied a room in the State House for a period of three months.

The first home of the Office of Foreign Affairs in the new capital was in the Treasury building, the only one sufficiently completed to afford accommodation. This building was occupied by the Department June 1, 1800. August 27, 1800, the office was removed to one of the "six buildings" on Pennsylvania avenue and Twentieth street. In May, 1801, it was moved to Seventeenth street into what was known as the War Office. It remained here till December, 1819, except from September, 1814, till April, 1816, during which time it occupied a building on the south side of G street, near Eighteenth N. W., while the former building was undergoing repairs made necessary by the damages inflicted by British troops in August, 1814.

In January, 1820, the Department was moved to the corner of Fifteenth street and Pennsylvania avenue and installed in the north wing of the old Treasury building. Here it remained till October, 1866. A correct picture of the wing is given on another page.

In October, 1866, the Department was established in the building on the corner of Fourteenth and S streets, known as the Washington Orphan Asylum. A good picture of this building is given on another page.

In July, 1875, the Department was removed to its present

BUILDING OCCUPIED BY THE DEPARTMENT OF STATE, CORNER FIFTEENTH AND PENNSYLVANIA AVENUE, FROM 1820 TILL OCTOBER, 1866.

BUILDING OCCUPIED BY THE DEPARTMENT OF STATE, CORNER FOURTEENTH AND S NW., 1866–1875.

fine quarters in the south wing of the State, War and Navy building. A correct picture is presented of the south and east fronts of this splendid specimen of architecture as a frontispiece.

The business of the Department of State has attained such magnitude and is growing so rapidly that it will be necessary for Congress to provide a new and larger building within a few years to meet the requirements of efficient and economic service. In fact, it may be stated, that at the present time the Department is greatly embarrassed for want of room.

HISTORICAL SKETCH OF THE DEVELOPMENT OF THE DEPARTMENT OF STATE.

DEPARTMENT OF FOREIGN AFFAIRS.

The Continental Congress assembled in Carpenter's Hall at Philadelphia September 5, 1774. After some discussion a loyal address to the King of England was adopted, asking him to recall the unjust measures which were oppressing his subjects in America. The address was sent to Paul Wentworth, Charles Garth, William Ballou, Thomas Life, Edmund Burke, Arthur Lee, and Benjamin Franklin, "Friends to American Liberty" residing in England. They were instructed to act for the "United Colonies." Ballou, Lee, and Franklin were the only three who did so.

The efforts of the agents failed, and the colonies had to choose between submission and rebellion. As an important means of prosecuting the rebellion a "Committee of Secret Correspondence" was appointed November 29, 1775, composed of Benjamin Franklin as chairman; Benjamin Harrison, of Virginia; John Dickinson, of Pennsylvania; Thomas Johnson, of Maryland; and John Jay, of New York, as members. This was essentially a committee of foreign affairs. It instructed Arthur Lee to communicate with the French minister of foreign affairs, Count Vergennes, and invoke French aid for the colonies. Negotiations resulted three years later in an alliance, offensive and defensive, with France.

The Committee of Secret Correspondence was succeeded April 17, 1777, by the "Committee for Foreign Affairs," which was created by act of Congress. The first members of this committee were Benjamin Harrison, of Virginia; Robert Morris, of Pennsylvania; Thomas Hayward, jr., of North Carolina; and James Lovell, of Massachusetts. The personnel of the committee, however, underwent constant changes. The first secretary of the committee was Thomas Paine, who received a salary of $70 a month. He was dismissed in January, 1779, because he made an official matter public. The chief function of the committee was to keep agents of the Government abroad advised respecting the progress of events in America, and to simply execute the orders of Congress. Further than this it had little real power over our foreign affairs. The only member who remained continuously on the committee was Lovell. He was a Boston school-teacher; was imprisoned by the British after the battle of Bunker Hill; was exchanged later, and elected a member of Congress in December, 1776, serving till 1782. He is represented as having been a man of learning and ability, but of such eccentricities of manner and temper as to lead at times to doubts of his sanity. During the period of the intrigues of the Conway cabal against General Washington, Lovell espoused the cause of General Gates.

The committee became so unimportant a body that after a time it almost ceased to exist. "There is really," wrote Lovell to Arthur Lee, August 6, 1779, "no such thing as a Committee of Foreign Affairs existing—no secretary or clerk, further than I persevere to be one and the other. The books and the papers of that extinguished body lay yet on the table of Congress, or rather are locked up in the Secretary's private box."

The demand for a department through which to conduct foreign affairs resulted in "a plan for the Department

of Foreign Affairs," reported to Congress in January, 1781. The opening paragraph of the plan reads:

> That the extent and rising power of these United States entitles them to a place among the great potentates of Europe, while our political and commercial interests point out the propriety of cultivating with them a friendly correspondence and connection.

The Department was organized August 10, 1781, and Robert R. Livingston, of New York, who had been a member of the old committee for a short time in 1779, was elected Secretary. He filled this position till June 4, 1783. Dr. Francis Wharton speaks of his character and services thus: "Mr. Livingston, though a much younger man than Franklin, possessed, in his dispassionateness and his many-sidedness, not a few of Franklin's characteristics. From his prior administrative experience as royalist recorder of New York he had at least some acquaintance with practical government in America: his thorough studies as scholar and jurist gave him a knowledge of administrative politics in other spheres. * * * He did more than anyone in the home government in shaping its foreign policy."

Notwithstanding this Department was not permitted by Congress to take independent action in the conduct of foreign affairs, its duties were highly important. It was made the medium of all correspondence with our agents abroad. The foreign correspondence required great labor and precaution. At least four, and sometimes seven, copies of every letter were sent, to lessen the chances of loss by capture, and on each packet was written the warning, "to be sunk in case of danger from the enemy." Ciphers were freely used, and some of the letters were in invisible ink. Notwithstanding this precaution, a large portion of the letters fell into British hands.

Previous to his departure from Congress Livingston submitted a report, showing all the officers serving under him and their salaries. The "Secretary to the United States

for Foreign Affairs" received $4,000 per annum. Benjamin Franklin, "Minister Plenipotentiary of the United States at the Court of Versailles, and Minister Plenipotentiary for negotiating a peace;" John Adams, "Minister Plenipotentiary at the Hague and for negotiating a peace;" John Jay, "Minister Plenipotentiary at Madrid and for negotiating a peace;" Henry Laurens, "Minister Plenipotentiary for negotiating a peace;" and Thomas Jefferson, with the same rank, each received a salary of $11,111 per annum. William Carmichael, "Secretary to the Embassy at the Court of Madrid," and Francis Dana, Minister at St. Petersburg, each received $4,444.40 per annum. Charles W. F. Dumas, "Agent of the United States at the Hague," received $920; William Temple Franklin, "Secretary to the Hon. Benjamin Franklin," $1,300; Lewis R. Morris, "First Under Secretary in the Office of Foreign Affairs," $800; Peter L. Du Ponceau, "Second Under Secretary in the Office of Foreign Affairs," $700; John P. Tetend, "Clerk and Interpreter of the French Language," $500; Walter Stone, "Clerk," $500. The total cost of the entire service at home and abroad was $73,244.

When Livingston retired the business of the Department was left in the hands of the under secretary, Lewis R. Morris. He was without legal authority to act, and severed his connection with the Department soon afterwards. He was succeeded by Henry Remsen, jr. The Department of Foreign Affairs, however, had practically ceased to exist, and Congress managed the foreign relations of the country through committees appointed, as occasion arose, to consider specific questions.

John Jay, of New York, was one of the commissioners who, in 1783, negotiated at Paris the definitive treaty of peace with Great Britain. He sailed for home in the summer of 1784, and before his arrival was elected Secretary of

Foreign Affairs on motion of Elbridge Gerry, of Massachusetts. He took the oath of office and entered on his duties September 21, 1784, and the functions of the Department were revived, but they were ill defined and limited, and the Secretary was constantly complaining of the unsatisfactory nature and scope of his authority.

A committee of Congress reported August 14, 1788, upon the Department of Foreign Affairs. It occupied two rooms, one the Secretary's, the other that of his deputy and clerks. The daily transactions were entered in a minute book and subsequently copied into a journal. The letters to ministers and others abroad were entered in a book called the "Book of Foreign Letters," such parts as required secrecy being in cipher. The domestic correspondence was entered in the "American Letter Book." The "Book of Reports" contained the Secretary's reports to Congress. There was also a book in which were recorded the passports issued to vessels, one of "Foreign Commissions," a "Book of Accounts," and one containing acts of Congress relative to the Department. The papers of the old Committee of foreign Affairs and all the correspondence of our ministers abroad were properly cared for. The office was open for business from 9 o'clock in the morning till 6 at night, and either the deputy or a clerk remained in the office while the others were at dinner. The committee concluded their report by saying: "And upon the whole they find neatness, method, and perspicacity throughout the Department."

The last act relative to foreign affairs by the expiring Congress was in the form of a resolution, dated September 16, 1788, which reads:

Resolved, That no further progress be made in the negotiations with Spain by the Secretary for Foreign Affairs, but that the subject to which they relate be referred to the Federal Government which is to assemble in March next.

One month later the Congress expired for want of a quorum.

Livingston and Jay, the only two Secretaries of Foreign Affairs, displayed conspicuous ability in the conduct of their office, and it is doubtful if men better equipped for the office could have been found in America. The diplomacy of the Revolution was, on the whole, splendidly successful, due chiefly to the genius and energy of our diplomatists, for it must be admitted that the machinery which they were obliged to use was weak and inadequate for its purpose. In no branch of governmental affairs was the necessity for a stronger government and closer union of the States than in our foreign relations, and this was more evident after the peace than it was while the States were forced into unity of action by the common danger of war. "When our ministers and agents in Europe," says John Fiske, "raised the question as to making commercial treaties, they were disdainfully asked whether European powers were expected to deal with thirteen governments or with one. If it was answered that the United States constituted a single Government, so far as their relations with foreign powers were concerned, then we were forthwith twitted with our failure to keep our engagements with England with regard to the loyalists and the collection of private debts. 'Yes, we see,' said the European diplomats; 'the United States are one nation today and thirteen tomorrow, according as may seem to subserve their selfish interests.' Jefferson, at Paris, was told again and again that it was useless for the French Government to enter into any agreement with the United States, as there was no certainty that it would be fulfilled on our part, and the same things were said all over Europe."

THE NEW GOVERNMENT UNDER THE CONSTITUTION.

The new Government under the Constitution assembled in New York early in April, 1789. After Washington had been elected President and John Adams Vice-President, the business of providing executive departments was taken up, and the first one considered was a department for foreign affairs. The bill introduced in the House of Representatives June 2 provided for such a department completely separated from the conduct of domestic affairs. One clause in the bill provided that the Secretary of Foreign Affairs should be "removable from office by the President of the United States," and this gave rise to an important debate covering the whole question of removals from public office. Several members contended that, as the Senate under the Constitution participated in appointments, it should also participate in removals; but this, as Boudinot, of New Jersey, pointed out, would permit the Senate to sit as judges, to determine whether sufficient cause of removal existed, and would put the Senate over the President in a question between him and his subordinate agent. Madison shared this view, but contended, in the course of the debate, that should the President remove his secretary for an improper cause he might be subject to impeachment.

The bill, containing an expression of the right of removal, passed the House June 27 by a vote of 29 to 22. A few unimportant amendments, to which the House subsequently agreed, were made in the Senate, and the bill became a law July 27, 1789. Its title was "An act for establishing an Executive Department, to be denominated the Department of Foreign Affairs." It comprised four sections. The first defined the duties of the Department to be correspondence with and instructions to diplomatic and consular agents abroad and negotiations with the agents of foreign nations

in the United States, "or to such other matters respecting foreign affairs as the President of the United States shall assign to the said Department." The second section provided for the appointment by the Secretary of a Chief Clerk, who should have charge of the records, books, and papers of the Department during a vacancy in the office of the Secretary, by removal by the President or other cause. The third section required that each person employed in the Department should take an oath or affirmation "well and faithfully to execute the trust committed to him." The fourth section provided that the Secretary should have custody of all the papers which had been in the old office of foreign affairs.

John Jay, being in charge of the old Department of Foreign Affairs, was continued, without renewal of appointment, temporarily in charge of the new one. This Department, however, was destined to enjoy brief existence. Before the final passage of the act creating it, Vining, of Delaware, proposed in the House the establishment of a Home Department, to have the custody of the Great Seal, correspond with the several States, report to the President "plans for the protection and improvement of manufactures, agriculture, and commerce," issue patents, etc., but this proposition met with little favor, and July 31, four days after the bill establishing the Department of Foreign Affairs had been signed, Theodore Sedgwick, of Connecticut, introduced a bill "to provide for the safe-keeping of the acts, records, and Great Seal of the United States; for the publication, preservation, and authentication of the acts of Congress," etc. The House passed it August 27; it was concurred in with a few verbal amendments by the Senate September 7, agreed to by the House the next day, and signed by the President September 15.

DEPARTMENT OF FOREIGN AFFAIRS BECOMES DEPARTMENT OF STATE.

The first section of this act of September 15 provides that the "Executive Department denominated the Department of Foreign Affairs shall hereafter be denominated the Department of State, and the principal officer shall hereafter be called the Secretary of State." The Secretary was required to receive and publish the laws of the United States; to be the custodian of the seal of the United States; to authenticate copies of records and papers properly coming before him, and to receive all the records and papers in the office of the late Secretary of Congress, except such as related to the Treasury and War Departments.

The scope of the Department was thus materially enlarged, and it became the most important of the Government offices under the President. The governors of the States had been informed by the President July 5 of the creation of the Department of Foreign Affairs. They were informed September 21 of its expansion into the Department of State. A few days later Jay was nominated to be Chief Justice of the United States and Thomas Jefferson to be Secretary of State. Both were commissioned September 26. Jefferson was still on his mission to France, and October 13 Washington wrote informing him of his appointment, and added that "Mr. Jay had been so obliging as to continue his good offices." Jefferson arrived in this country in December following, and Jay wrote him under date of December 12, congratulating him on his appointment, and favorably recommending to him "the young gentlemen in the office." The acceptance of the office by Jefferson was not made till February 14, 1790, when he wrote Washington from Monticello that he would shortly set out for New

York to assume his new duties. Upon his arrival in New York the Department was formally turned over to him and started upon its larger career. The first Secretary of State brought to the office ripe experience and rare gifts, for he had been minister to France, had had executive experience as governor of Virginia during the Revolution, had gained legislative experience in 1776 when he sat in Congress, and was the author of the Declaration of Independence.

When the Department of State was started the salary of the Secretary was fixed by law at $3,500 per annum; that of the Chief Clerk at $800; that of the other clerks at not more than $500. Roger Alden, the Chief Clerk, had been Deputy Secretary under Charles Thomson to the old Congress. He served as Chief Clerk till he resigned, July 25, 1790, to enter into more lucrative employment. His place was filled by the promotion of Henry Remsen, jr., who had maintained a connection with the Government's foreign office from March, 1784, when he was Under Secretary of Foreign Affairs. In 1792 he was appointed first teller of the United States Bank, and George Taylor, jr., who had been a clerk in the Department for seven years, took his place.

From the very beginning the Department of State had been more closely connected with the President than any other Executive Department. Washington not only referred to it all official letters relating to its business, but made it the repository of the drafts of most of his own letters. The volume of business of the Government rendered it possible at that period for the President to attend personally to matters which are now rarely, if ever, brought to his attention. It was Jefferson's custom to consult his chief frequently. He sent him the rough drafts of his letters for approval or correction, and carried to him all communications of consequence. The foreign ministers to the United States were

not permitted to correspond directly with the President, but were required to address the Secretary of State. This rule had been laid down before Jefferson's appointment, when Washington declined direct correspondence with Moustier, the French minister, and Moustier's successor, the notorious Genet, received a forcible reminder of it in 1793.

The Department was also the medium of correspondence between the President and the governors of the several States.

A number of the duties which fell to the Department soon after its organization have since passed out of its jurisdiction. Under the law of April 10, 1790, it had charge of the patent business. The patents were granted by a board composed of the Secretary of State, the Secretary of War, and the Attorney-General. The first patent issued was to Samuel Hopkins, July 31, 1790, and was signed by the President, Jefferson, and Randolph, Attorney-General. Three patents were issued that year. In 1793 another act relative to patents was passed, which abolished the board and placed the Secretary of State alone at the head of the Patent Office. In 1810 the Patent Office was given separate quarters, but remained nominally under control of the Secretary of State. In 1849 the Department of the Interior was formed, and the Patent Office was merged into it. Under the new order Henry Remsen immediately assumed charge, but without official title. In 1802 Dr. William Thornton was appointed in charge of the patent business, and took the title of "Superintendent of Patents." He died in 1828, and was succeeded by Thomas P. Jones, who in turn gave place to Dr. John D. Craig in 1830. It was not till 1830 that the title "Superintendent" received statutory sanction.

A law passed May 31, 1790, made the Department of State the repository of maps, charts, and books for which copyright might be granted by United States district courts.

It does not appear, however, that the Secretary of State was given or exercised the power of granting copyrights. In 1859 all of these records were by law turned over to the Department of the Interior, and later passed to the Library of Congress, where the business is now conducted.

Another of the earlier functions of the Department was the superintendence of the census enumeration. The first census taken was in 1790, by United States marshals. The enumeration began on the first Monday in August and closed within nine months. The returns were filed with the clerks of the Federal district courts. The aggregate results were sent to the President, who transmitted them to Congress, and were printed under the supervision of the Secretary of State. The returns of the census of 1800 were, under a later law, sent direct to the Secretary of State, who had prepared the instructions for the marshals by whom the census was taken. The business was transferred by Congress May 23, 1850, to the Department of the Interior.

Territorial affairs were under the Department of State till the organization of the Department of the Interior. When the Constitution was formed the Territory northwest of the Ohio was the only one. Its government, which had been organized under the Articles of Confederation, was continued by the act of August, 1789. The communications from the governor to Congress were transmitted through the President, and the correspondence between the President and governor was conducted through the Department of State. The law of 1792 required the Secretary of State to have the laws of the Territory printed and to provide seals for its officers. The subdivision of the Territory into separate governments increased the labor of the Department considerably, but did not materially change the character of the labor.

After the war of the rebellion the pardons under the

President's amnesty proclamations were issued through the Department of State, where all the records were kept. The Secretary of State, conjointly with the Attorney-General, considered and reported upon petitions for pardon of criminals convicted by the Federal courts till 1850, when that duty passed into the hands of the Attorney-General. The reports were to the President, who has always exercised the power of granting pardons. Warrants for the pardons were issued by the Department of State continuously till 1893, when this duty was transferred to the Department of Justice by an Executive order. Subsequent to 1850 the functions of the Department of State respecting pardons were purely clerical, warrants being issued simply upon request of the Attorney-General.

We may now consider the development of the machinery for transacting the business which still belongs to the Department.

PERSONNEL OF THE DEPARTMENT, SALARIES, DIVISION OF LABOR, ETC.

The salary of the Secretary of State was, as we have seen, fixed in the beginning at $3,500 per annum. It was raised to $5,000 by act of March 2, 1799; to $6,000 by act of February 20, 1819; to $8,000 by act of March 3, 1853; to $10,000 by act of March 3, 1873, and reduced to $8,000, the present rate, by act of January 20, 1874. Under the law creating the Department the Chief Clerk assumed charge of it whenever there was an interregnum in the office of the Secretary of State till the President designated some one to fill the office. In 1853 an Assistant Secretary of State was provided for by law, with power to act as Secretary during the latter's absence or during an interregnum. The salary of the Assistant Secretary was fixed at $3,000 per annum. A Second Assistant Secretary was provided for in 1866, at

$3,500 per annum. The Assistant Secretary's salary was raised by the same act to an equal sum. Subsequently the annual salary of the latter was increased to $4,500 per annum, the present rate. In 1875 the office of Third Assistant Secretary of State was created, with the same salary as the Second Assistant Secretary. The salaries of the Second and Third Assistants were made equal to that of the Assistant Secretary in 1900. The salary of the Chief Clerk, which was in the beginning $800 per annum, was soon afterwards increased to $2,000; then to $2,200; then to $2,400; then to $2,500; then to $2,750; then reduced to $2,500, and in 1901 was increased to $3,000.

The clerks in the Department were at first each paid $500 a year, but a law passed in 1799 permitted the Secretary of State to vary their compensation according to their services, the whole expenditure not to exceed $5,950 a year. In 1829, the annual report of Henry Clay, Secretary of State, showed that there were employed, below the rank of Chief Clerk, three clerks at $1,600 each, five at $1,400 each, three at $1,000 each, two at $800 each; in the Patent Office, a Superintendent at $1,500, one clerk at $1,000, and one at $800. One of the clerks at $1,000 received an additional sum of $250 a year as translator. The total amount paid for salaries increased steadily as the work of the Department expanded, and for the past ten years has averaged a little more than $100,000 per annum. In 1855 the clerks in the Department were classified, the permanent force being three clerks of Class I ($1,200), two of Class II ($1,400), eight of Class III ($1,600), eight of Class IV ($1,800), one Chief Clerk, one of the clerks of Class IV to act as disbursing officer and give bonds and receive a salary of $2,000 a year.

In 1848 the office of examiner of claims was created and filled by a clerk at $2,000 a year, whose duties were to examine claims of our citizens against foreign Governments and

of foreigners against our Government. In 1866 this office was regularly recognized by law and the salary fixed at $3,500. When the Department of Justice was formed, in 1870, the office passed under its jurisdiction, while the duties of the incumbent remained, as they are now, a part of the functions of the Department of State. In 1891 the title was changed to "Solicitor of the Department of State," with a salary of $4,500. In 1900 Congress created the office of Assistant Solicitor and fixed the salary at $2,500.

In the development of the Department a logical division of labor came about, and the creation of bureaus and divisions necessarily followed. Clerks who had demonstrated special fitness for particular work received appropriate assignments.

In a circular dated October 31, 1834, John Forsyth, Secretary of State, prescribed the distribution of the duties in the Department. The Chief Clerk's duties, he said, were such as pertained to an under secretary. He was to exercise an immediate superintendence over the several bureaus, and report to the Secretary all acts of negligence or misconduct. The Diplomatic Bureau was to have charge of all correspondence between the Department and our diplomatic agents abroad and foreign diplomatic agents in the United States; was to prepare treaties, etc. The duties did not vary materially from those now pertaining to it. It was, however, to keep indexes of its correspondence, a function now performed by a separate bureau. Three clerks were in charge of the Bureau. The Consular Bureau had charge, similarly, of all consular correspondence, the business also being performed by three clerks. Each of these Bureaus now employs eleven clerks.

The Home Bureau was divided into four divisions, one clerk being in charge of each. One division had control of the returns of passengers from foreign ports and registered sea-

men, miscellaneous and domestic correspondence, treaties, and presents which were permitted to be exhibited. To another was given the custody of the seal of the United States and the seal of the Department, the applications for office, the commissions and appointments. A third had the Presidential pardons, passports, and all correspondence relative to them. The fourth had in charge the filing and preserving of copyrights and the reports to the President and Congress. The keeper of the archives had charge of all archives other than diplomatic and consular, of the laws and their distribution, and of the publications of the Department. The translator and librarian performed all the translations and cared for the books, etc. The disbursing agent made all the purchases and disbursements, and was also superintendent of the building. All the business was confidential. The clerks were required to finally act upon and dispose of all matters sent to them on the day of their receipt. The hours of business were from 10 in the morning till 3 in the afternoon, during which time no one was permitted to be absent except with special permission. The clerks in the Patent Office were under a separate arrangement.

In 1842, when Daniel Webster was Secretary of State, the "Statistical Office" was originated. He recommended, in a report to Congress, that the arranging and condensing of information on commercial subjects received from our consuls abroad be intrusted to one person, who should also have charge of the correspondence. No action was taken on the subject by Congress until 1856, when the "Statistical Office of the Department of State" was authorized, under the charge of a "Superintendent," with a salary of $2,000. In 1874 the title was changed to "Bureau of Statistics," with a chief receiving $2,400 a year. Secretary Sherman, acting under authority of a law passed that year,

changed the name, by an order dated July 1, 1897, to the "Bureau of Foreign Commerce."

In 1870 there was instituted the Bureau of Indexes and Archives, to index all incoming and outgoing mail, which had before been indexed by the several bureaus, and to have charge of the archives, diplomatic, consular, and domestic, thus taking the duties which had before belonged to the keeper of the archives. The salary of the chief was fixed in 1873 at $2,400 a year.

The financial business of the Department, previously intrusted to one of the clerks, by the act of 1855 was put in the hands of a disbursing clerk, who was ordered to give bonds. A Bureau of Accounts, with the disbursing clerk as chief, was formed in 1873. The salary was the same as that of other chiefs of bureau.

The librarian and translator was paid, under the act of 1836, $1,600 a year. The two offices were subsequently separated, each being filled by a clerk. The separate Bureau of Rolls and Library was created in 1874, the laws, treaties, and historical papers being in its custody, as well as the books, periodicals, and maps. The chief received $2,400 per annum. The translator was given the same salary in 1875.

The Diplomatic and Consular Bureaus continued practically as organized by Secretary Forsyth, but each bureau was for several years divided, there being a First Diplomatic Bureau and a Second Diplomatic Bureau, and a First Consular Bureau and a Second Consular Bureau, each having a separate chief. They were restored to their original position in 1874, with the salary of $2,400 for the respective chiefs.

The passport business of the Department, which had been under Forsyth's arrangement a division of the Home Bureau,

was afterwards separated and made a distinct bureau, with one of the clerks in charge of it. In 1894 it was placed under the Bureau of Accounts, but as a division, with the passport clerk at its head. To this division also was assigned the custody of the seal of the Department and the authentication of documents.

The applications for office, custody of the seal of the United States, preparation of commissions and appointments, also formerly a part of the duties of the Home Bureau, were put under the Bureau of Commissions and Pardons, and after the pardons ceased to be made out in the Department, this was simply the Bureau of Commissions. Its name was subsequently changed to Appointment Division, by order of Secretary Olney, with the appointment clerk in charge. In 1898 it was constituted the Bureau of Appointments, and the clerk in charge of the division made its chief, with a salary of $2,100.

The law creating the Department of State prescribed that the Secretary should keep the seal of the United States, and he thus became the custodian of the most important official evidence of Federal executive authority. The law reads that the Secretary of State—

> shall affix the said seal to all civil commissions to officers of the United States, to be appointed by the President, by and with the advice and consent of the Senate, or by the President alone: *Provided*, That the said seal shall not be affixed to any commission before the same shall have been signed by the President of the United States, nor to any other instrument or act, without the special warrant of the President therefor.

The seal thus, as the Supreme Court has expressed it, "attests, by an act supposed to be of public notoriety, the verity of the Presidential signature."

At the present time the seal of the United States is affixed to the commissions of all Cabinet officers and diplomatic and consular officers appointed by the President; to all ceremonious communications from the President to the

heads of foreign governments; to all treaties, conventions, and formal agreements of the President with foreign powers; to all exequaturs to foreign consular officers in the United States who are appointed by the heads of the governments which they represent; to warrants by the President to receive persons surrendered by foreign governments under extradition treaties; and to all miscellaneous commissions of civil officers appointed by the President whose appointments are not now especially directed by law to be signed under a different seal.

The recording of commissions has continued under practically the same plan since 1789. The commission is made out in the Department and sent to the President. Upon being returned with his signature, it is countersigned by the Secretary of State and the seal is affixed. It is then recorded and delivered to the person for whom it is intended.

Presidential warrants of extradition, as we have seen, bear the seal of the United States, and this brings us to one of the most important and interesting of the legal functions of the Department of State. Extradition, as it has been well defined, is "the act by which one nation delivers up an individual accused or convicted of an offense outside of its own territory to another nation which demands him." In the earlier days of the Republic this function was not infrequently discharged by the governors of the individual States, in some cases with the approval of the Federal Secretary of State and in other cases without consulting him. Some of our States have even gone so far as to enact statutes conferring on their chief executives the power to deliver up fugitives from justice to foreign nations. But with the development and clearer comprehension of the powers of the National Government the States have ceased to deal with the subject, and it is now generally admitted to belong exclusively to the General Government. By treaty between

the United States and Mexico it is provided, however, that in the case of crimes committed in the frontier States or Territories of the two countries, requisitions for extradition may be made and granted by State or Territorial authority.

The first treaty of this country providing for mutual surrender of criminals was that of 1794 with Great Britain. Murder and forgery were the only crimes included in it, and it expired in twelve years. A new treaty was concluded with Great Britain in 1842, and since then the practice of extradition has become general.

ROUTINE DUTIES OF THE DEPARTMENT.

Probably the most important routine duties of the Department of State are those connected with the diplomatic and consular service. The Department of Foreign Affairs was formed with the chief purpose of taking under its charge these functions of government, and the methods of administration have not changed materially since the early days of the Republic. Making allowances for increased facilities of communication between the home office and its agents abroad, a study of the system followed now will indicate, in a general way, what it has always been.

The general rules and practices that govern our diplomatic and consular corps are found in the various works on international law, and these cover even minute matters of form and routine; but there has gradually grown up an American construction of international law. What this construction is may be found in the volumes known as Foreign Relations, which have been regularly issued by the Government since 1870, and which were issued before that, from 1861 to 1868, under the title Diplomatic Correspondence. Previous to 1861 the foreign correspondence is scattered in the various separate reports of Congress. In these volumes the instructions of the Secretary of State to our ministers

abroad, and their dispatches, and the notes exchanged between the Secretary of State and foreign ministers accredited to this country, are given in part.

In 1877, under the supervision of John L. Cadwalader, Assistant Secretary of State, the Department issued a small volume entitled Digest of the Published Opinions of the Attorney-General and of the Leading Decisions of the Federal Courts, with Reference to International Law, Treaties, and Kindred Subjects. This was followed in 1886 by the most important work on American international law that has ever been printed. It is entitled A Digest of the International Law of the United States, taken from Documents issued by Presidents and Secretaries of State, and from Decisions of Federal Courts and Opinions of Attorneys-General, and was published by the Government under Congressional authority. The compiler and editor was the late Francis Wharton, LL. D., who was Solicitor of the Department while he prepared the work. A second edition is now in press, under the editorship of John B. Moore, formerly an officer of the Department.

The particular rules for the government of consular officers are found in the volume known as Consular Regulations, the first edition of which appeared in 1855, when William L. Marcy was Secretary of State, under the title General Instructions to the Consuls and Commercial Agents of the United States. This publication followed the act of March 1, 1855, remodeling the consular and diplomatic service. In 1857 another edition was printed entitled Regulations Prescribed by the President for Consular Officers of the United States. The first volume, entitled Consular Regulations, was issued in 1874, under Secretary Hamilton Fish. There have been successive editions since then, the last appearing in 1896.

The law creating the Department ordered that all bills, orders, resolutions, etc., passed by Congress and approved by the President, or passed over his veto, should be sent to the Secretary of State, by whom they were to be printed and the originals recorded and preserved. They were printed, under varying regulations, in newspapers until 1874, but this did not interfere with their publication also in pamphlet form. In 1795 a complete edition was printed and distributed by the Secretary of State, and this mode continued year after year. In 1814 Bioren, Duane & Weightman were authorized to publish an edition of the laws in four volumes, under the supervision of the Secretary of State and the Attorney-General. This did not, however, supersede the regular Department publication. In 1842 the edition printed by Little, Brown & Co. was recognized by law as authority, and the Department pamphlet was discontinued. In 1864 it was revived and the payments to Little, Brown & Co. ceased. They were restored in 1866, and the contract with them was not finally terminated until 1874. Since then the publication of the laws has rested wholly with the Secretary of State. In that year, also, the Revised Statutes of the United States was provided for. The Secretary of State was also required to sell the Revised Statutes and laws of each session "at the cost of the paper, presswork, and binding, with 10 per cent thereof added thereto, to any person applying for the same," but in 1898 the sale of the laws passed by law to the Superintendent of Documents.

In the custody of the Bureau of Rolls and Library are deposited, among other important papers, the Declaration of Independence, the Articles of Confederation, and the Constitution of the United States. A facsimile of the Declaration of Independence was made in 1824. On January 2 of that year was read in the House of Representa-

tives a letter from John Quincy Adams, Secretary of State, stating that the facsimile had been made by his direction and 200 copies struck off. Later a joint resolution was passed providing for their distribution to various public institutions and to each of the surviving signers of the original. These were Thomas Jefferson, John Adams, and Charles Carroll of Carrollton. The engraver who made the copy was William I. Stone, of Washington. Facsimiles have been struck off since and are now quite common. The original has faded so that the text is very dim, and the names of most of the signers have become almost illegible.

The granting of passports to American citizens for their protection in traveling abroad became a function of the Government under the general provisions of international law as soon as there was competent authority for the purpose.

The treaty of 1778 with France, the first made by the United States, provided for a form of passport to be given by the two Governments to their respective vessels, but not till 1856 was the authority of granting passports restricted by law to Federal authority.

In the absence of any statute, the issuing of passports to American citizens going abroad fell to the Department of State as one of its manifestly proper functions. Nevertheless, as they had doubtless been issued before the adoption of the Constitution by State or municipal authorities, they continued to be so issued without statutory prohibition until the enactment of the law of 1856. This law provided that the Secretary of State be authorized to grant and issue passports, and cause them to be granted and verified in foreign countries by diplomatic and consular officers of the United States under such rules as the President might prescribe. No one else was to issue passports, and they must be issued to none but citizens of the United States. There was to be

no charge, except in foreign countries, where the fee was to be $1. Any person not authorized to do so who granted a passport should, upon conviction of the offense, be deemed guilty of a misdemeanor and fined and imprisoned. All returns of passports issued abroad were to be made to the Secretary of State.

Such returns had, however, been made from the beginning; but it is probable that they were not made regularly or by all our agents abroad who granted passports. The early passports were not essentially different in form from those now used, but frequently a simple certificate of citizenship was made to do duty for a regular passport.

The act of July 1, 1863, was the first one establishing a passport fee, which was fixed at $3. This was increased to $5 by act of June 20, 1864. The administering of the oath was done by a regularly qualified person having authority to administer oaths for general purposes, but the act of February 3, 1870, authorized the passport clerk in the Department to administer oaths and affirmations on applications for passports free of charge. These oaths and affirmations are deemed to be made under the pains and penalties of perjury. The passport fee was abolished by act of July 14, 1870, restored by that of June 20, 1874, and reduced by act of March 23, 1888, to $1, the present fee.

The system, as it has been followed by the Department under the law, has been reduced to three classes of passports: The ordinary passport, the special passport, and that given to diplomatic representatives of foreign governments in their transit through the territory of the United States.

The foregoing must be regarded as a mere outline sketch of the development of the Department of State. The far-reaching results of its work would fill volumes. These results constitute a part of the history of the advancement in power and prestige of the United States. The mission

of the Department is one of peace. Its diplomatic agents uphold the honor and dignity of the nation in the family of nations by peaceful means. Its consular officers are the agents of trade and commerce, which prosper most in times of peace. The conclusions fairly reached by this Department in its diplomatic contentions with foreign Governments, involving the rights of the Government or the humblest citizen of the United States, may be enforced by the power of other Departments. The supreme head of the Department of State is the President, and he is also the Commander in Chief of the Army and Navy.

SOME OF THE ACHIEVEMENTS OF THE DEPARTMENT.

A few only of the achievements of the Department and its agents can be mentioned here. It was under the old Department of Foreign Affairs that the treaty of peace with Great Britain was negotiated in 1783, and the United States became a free and independent state. With Thomas Jefferson as President, James Madison as Secretary of State, and Robert R. Livingston and James Monroe as their agents in Paris, the territory of Louisiana was bought in 1803, and our domain was extended beyond the Mississippi River to the Pacific Ocean. In 1823, when Monroe was President, John Quincy Adams, the Secretary of State, announced to foreign Governments the doctrine which more than seventy years afterwards Secretary Olney informed Lord Salisbury "courageously declared not merely that Europe ought not to interfere in American affairs, but that any European power doing so would be regarded as antagonizing the interests and inviting the opposition of the United States."

In 1848 the Department negotiated the treaty of Guadalupe Hidalgo, which terminated the war with Mexico and added an enormous territory to our Southern and Western boundaries. In 1866 William Seward, having in mind the doctrine

of Monroe, demanded the departure of the French army from Mexico, and restored the Government of that country to its people.

In 1871 Hamilton Fish negotiated the treaty of Wash. ngton with Great Britain, and the claims growing out of depredations by Confederate cruisers which had fitted out in Great Britain during our civil war were referred to an international tribunal of arbitration. It decided in our favor, and awarded to the United States the sum of $15,500,000.

In 1867 Secretary of State Seward negotiated the purchase of Alaska.

In 1842 Hawaii applied to the United States for recognition. Secretary of State Webster defined the attitude of his Government toward the Sandwich Islands by declaring that the United States would oppose to the last extremity their seizure by any power, and that we would respect their independence. The assertion of this purpose by the Department of State compelled England in 1843, and France in 1851, and Russia at a later date to relax their seizure of those islands. Secretaries Webster, Legaré, Clay, Seward, and Blaine all asserted this attitude of our Government. A treaty was negotiated by Secretary Foster, agreed upon by both parties, and sent to the Senate by President Harrison February 14, 1893. The treaty was withdrawn by President Cleveland. President McKinley revived the question, and a treaty was ratified by both parties, and annexation consummated September 16, 1898, which effected the absorption of the Sandwich Islands into the domain of the United States.

In 1898 the treaty of Paris was concluded under the direction of the Department of State, by which Porto Rico and the Philippine Islands became a part of the possessions of the United States.

JOHN HAY.

BIOGRAPHIES AND PORTRAITS OF THE PRESENT OFFICERS OF THE DEPARTMENT OF STATE.

JOHN HAY was born in Indiana in 1838; was graduated from Brown University, and studied law in Springfield, Ill.; was Assistant Secretary to President Lincoln through his term of office, and served for a time as Assistant Adjutant-General with Generals Hunter and Gillmore; was Secretary of Legation at Paris in 1865 to 1867, and Chargé d'Affaires at Vienna in 1867–1868; afterwards he was Secretary of Legation at Madrid a year; was for five years an editorial writer on the New York Tribune, and for a time Editor-in-Chief. In the Administration of President Hayes he was Assistant Secretary of State; in 1881 he was President of the International Sanitary Congress in Washington. When President McKinley assumed office Colonel Hay was appointed Ambassador to the Court of St. James, from which post he was called to Washington as Secretary of State. He has published Castilian Days, a biography of Abraham Lincoln (with John G. Nicolay), and a volume of poems. *Was appointed Secretary of State September 20, 1898, and entered upon his duties September 30, 1898.*

Mr. Hay is a member of the American Institute of Arts and Letters; of the Phi Beta Kappa and other learned societies of America and Europe; has received the degree of Doctor of Laws from the Western Reserve University, from Brown, and from Princeton; was invited to Harvard for that purpose in 1901 but was prevented from going by a domestic bereavement.

David Jayne Hill, Assistant Secretary of State, was born in Plainfield, N. J., June 10, 1850; was graduated from Bucknell University (Pennsylvania) in 1874, with the degree of A. B.; and in 1877 with the degree of A. M.; received the degree of LL. D. from Colgate University; studied at the Universities of Berlin and Paris; was president of Bucknell University (Pennsylvania), 1879–1888, and of the University of Rochester (New York), 1888–1896, which latter position he resigned to pursue the study of public law of Europe, to which he devoted two years; was appointed Assistant Secretary of State October 2, 1898, while residing in Holland, and entered upon his duties on October 25.

Dr. Hill began his work of authorship at the age of 16, his first attempt being a campaign life of General Grant. His text-books on rhetoric have been used in every State and Territory, and his biographies of Irving and Bryant won for him reputation as a literary critic at the age of 25. Later he devoted himself to the abstract sciences, preparing text-books for colleges on logic and psychology as well as works on economics, sociology, and philosophy.

In 1896 he introduced into campaign literature the idea of the serious pamphlet constructed upon the model of a text-book, and his Primer of Finance had a wide influence in diffusing scientific ideas on the subject of money. In 1900 his pamphlets on the questions of the currency and imperialism were published in large editions in both English and German.

He is a member of the Authors Club of New York, the Sons of the American Revolution, and many scientific and literary societies.

During his residence abroad he made use of the libraries and archives of Europe in careful researches in diplomatic history, a subject upon which he has delivered courses of lectures in the School of Comparative Jurisprudence and

DAVID J. HILL.

ALVEY A. ADEE.

THOMAS W. CRIDLER.

Diplomacy at Washington. Since his resignation from the University of Rochester he has been offered the presidency of other universities, which honors he has declined. He has, however, delivered many public addresses upon academic occasions.

ALVEY AUGUSTUS ADEE, Second Assistant Secretary of State, was born in Astoria, N. Y., November 27, 1842; was prepared for college by private tutors, and was graduated from Yale with the degree of M. A.; was appointed Secretary of Legation at Madrid September 9, 1870, and was Chargé d'Affaires at different times; was transferred from Madrid and appointed a clerk of class 4 in the Department of State July 9, 1877; was made Chief of the Diplomatic Bureau June 11, 1878; became Third Assistant Secretary of State July 18, 1882; and was appointed Second Assistant Secretary of State August 3, 1886. Mr. Adee has been a close student of Shakespeare and is an acknowledged authority on his writings.

THOMAS WILBUR CRIDLER, Third Assistant Secretary of State, was born at Harpers Ferry, W. Va., November 13, 1850; was educated in the common schools of Virginia and the public schools of Washington; entered the Department of State July 1, 1875, as a clerk; passed through the various grades and became chief of the Diplomatic Bureau July 15, 1889; was special disbursing agent of the monetary commission which met at Brussels, Belgium, in 1892; was appointed Third Assistant Secretary of State April 8, 1897. Mr. Cridler was present at the signing of the Spanish-American peace protocol, and was special commissioner of the United States to the Paris Exposition, 1900. He has visited Europe several times on special duty by direction of the Secretary of State.

CHIEF CLERK'S OFFICE.

WILLIAM HENRY MICHAEL, Chief Clerk of the Department of State, was born in Marysville, Union County, Ohio, July 14, 1845; removed with his parents to Iowa when 5 years of age; was educated in the common school, Bacon's College, Cincinnati, Ohio, and the State University of Iowa; taught school; enlisted in Company B, 11th Iowa Infantry, September, 1861, and served one year, when he was honorably discharged on account of injuries received in battle; when sufficiently recovered to reenter the service was commissioned in the Navy and served at the front in that branch of the service three years; was promoted for gallant conduct in battle upon the recommendation of the commander of his vessel and the Admiral commanding the squadron; resigned from the Navy in 1866, and was honorably discharged with thanks; was selected by the commission appointed by the legislature of Iowa for a place on the monument erected in memory of the soldiers, sailors, and marines who served in the war of the rebellion from that State on account of his record for "long and gallant service."

After an absence of five years on account of the war, Mr. Michael returned to school and entered the University of Iowa, where he remained till poor health, due to his Army and Navy service, compelled him to give up his course. He sought recuperation in the open air by engaging in land surveying. From that he drifted into journalism, first as a correspondent and then as editor; was city editor of the Daily (Iowa) Sioux City Journal, and subsequently editor and proprietor at different times of six prominent Republican newspapers in Nebraska; was admitted to the bar in 1880

WILLIAM H. MICHAEL.

and gave up journalism for the law. In 1876 he declined the nomination for Secretary of State of Nebraska; was alternate Presidential elector for that year, and canvassed the State thoroughly; was orator of the State Editors' Association for three years; member of the Republican State central committee; member of the Congressional central committee; secretary many times of Republican State, and chairman of Congressional, conventions; in 1884 declined the position of United States Marshal for his State; in 1887 accepted the position of Clerk of Printing Records, United States Senate, as the successor of Ben: Perley Poore, and held that position till the Democrats gained control in 1893; was editor and compiler of the Congressional Directory; editor of the Abridgment of Messages and Documents, and clerk of the Joint Committee on Printing of the two Houses of Congress.

Resumed the practice of law in 1894, and was engaged in one of the most celebrated cases involving the rights of adoptive parents and children ever tried in the United States. During this trial Mr. Michael wrote a treatise on the Rights of Adoptive Parents and Adoptive Children, the only work of the kind ever prepared. In 1895 again discharged the duties of editor of the Congressional Directory, the Abridgment of Messages and Documents, and the general work of the Printing Committee of the Senate. While thus connected with that body, he compiled and edited, under contract with the Senate, the Customs Laws of the United States from 1798 to 1897, and the "Laws of the United States Navy and Marine Corps, with annotations and references to decisions of the Federal courts and opinions of Attorneys-General, together with a digest of the decisions of the Federal courts and opinions of Attorneys-General construing United States statutes relating to the Navy and Marine Corps."

In addition to his official work, Mr. Michael was correspondent for the Sioux City Daily Journal and the Iowa State Register, and contributed to magazines. He wrote a serial history of the Mississippi Squadron for the National Tribune. In 1888 he wrote for the Republican National Committee a book entitled Better Dead than Homeless, the object of which was to simplify the tariff question and make it attractive to persons unwilling to read speeches and pamphlets on that subject. This book was largely circulated in cloth and paper cover in the campaign of 1888, and a second edition of nearly a million copies was circulated by the National Committee in 1892. This story was also run as a serial in several weeklies.

In 1897 Mr. Michael was appointed Chief Clerk of the Department of State, which position he now holds. In 1896 he was engaged by the Republican National Committee as a campaign writer, and a large edition of his speech on Soldiers' and Sailors' Rights was circulated by the committee as a campaign document. His review of Bryan's record affecting the soldiers was considered effective in rallying the soldier and sailor element solidly to the support of the Republican ticket. In 1900 he wrote The Homesteader's Daughter, a Western story, in which all the questions of the campaign were reviewed. Mr. Michael is a member of the Military Order of the Loyal Legion, has been department commander in the Union Veterans' Union, is a member of the G. A. R., and an honorary member of other soldier organizations. He is interested in American National Red Cross work, and is a member of the National Board of Control of that international organization. He was representative of the Department of State on the Government Board of Management, Trans-Mississippi and International Exposition at Omaha, Nebr., and occupies the same position in connection with the Pan-American Exposition at Buffalo, N. Y.

The Chief Clerk of the Department of State is its executive officer under the direction of the Secretary of State. He has the general supervision of the clerks and employees and of the business of the Department. Each clerk is required to record the daily time of his arrival at and departure from the Department, and at the end of each month these reports are filed with the Chief Clerk. No clerk is allowed to leave the building during office hours without the express permission of the Chief Clerk, who is thus in a position to know at all times what force he has available for the extra work the exigencies of the service may at any time call for. The absence from the Department of each clerk or employee is deducted from his annual leave of thirty days allowed by law, unless absent on account of sickness.

After the daily mail is received at the Department, opened, and indexed in the index room, as more completely set forth in the report of the Chief of the Bureau of Indexes and Archives (see page 74) it is placed on the Chief Clerk's desk, read by the Chief Clerk, and distributed among the Assistant Secretaries for their action. During the day the Chief Clerk receives all persons having business with the Department, other than those whose business is of such a character as to require the personal hearing of the Secretary of State or the Assistant Secretaries. It not unfrequently happens that the Chief Clerk is able to save the Secretary of State from much needless interruption by ascertaining and disposing of the business of visitors who would otherwise think it necessary to see the Secretary. Business of this character involves inquiries in regard to passports, extradition of criminals, publications of the State and other Departments; inquiries in regard to the applications for free entries by foreign ministers; inquiries on all subjects from members of the press; inquiries bearing on historical questions contained in the Revolutionary archives of the

Department, and, in brief, all questions properly referable to the Department of State.

After the Secretary and Assistant Secretaries have given (usually by written memorandum) their directions as to what action is to be taken by the Department upon the various written communications addressed to it, the mail is returned to the Chief Clerk's desk, and again by him distributed to the bureaus charged with the execution of the instructions thus given.

In the afternoon the mail prepared for the signature of the Secretary and Assistant Secretaries, and embodying their instructions, is delivered to the Chief Clerk, who reads it carefully and forwards it to the Secretary and Assistant Secretaries for their respective signatures. He also has charge of the copying and arrangement of correspondence called for by resolutions of Congress. The Chief Clerk is expected to be ready to answer the call of the Secretary and Assistant Secretaries and inquiries from chiefs of bureaus and clerks when more particular directions are required as to the disposition of work. It is the duty of the Chief Clerk to generally supervise the sending of the foreign mails from the Department, and to guard the privacy of the closed pouches, as it is also his duty to enforce discipline in matters looking to the efficiency of the laborers and inuring to the general comfort of the Department. He is also charged with the duty of enciphering and deciphering all telegrams sent or received in cipher by the Department.

The Chief Clerk has two clerks in his room who assist him in such manner each day as their services may seem to be most useful in the transaction of the public business.

SYDNEY Y. SMITH.

DIPLOMATIC BUREAU.

SYDNEY Y. SMITH, *Chief of Bureau.*

SYDNEY YOST SMITH was born in the city of Washington November 28, 1857; entered the Department of State July 1, 1881, as a clerk of the $900 class; passed through the various grades of the service, and was appointed Chief of the Diplomatic Bureau April 8, 1897; during the intervening period acted in the capacity of private secretary to Secretaries Frelinghuysen, Blaine, and Foster, and as confidential clerk to Assistant Secretaries Davis, Porter, and Rives.

The Diplomatic Bureau is charged, under the direction of the Secretary of State and his assistants, with the conduct of the diplomatic correspondence, both with the embassies and legations of the United States abroad and with the embassies and legations of foreign nations at Washington, and of the miscellaneous correspondence relating thereto.

For the performance of its work the Bureau has one chief, three divisional clerks, one assistant, six typewriters, and one copyist. The correspondence with all the countries is under the supervision of the Chief of Bureau, divided among the divisional clerks as follows:

a. Austria-Hungary, Belgium, Denmark, France, Germany, Great Britain, Greece, The Netherlands, Roumania, Servia, and Switzerland, and the miscellaneous correspondence relating to those countries.

b. Argentine Republic, Bolivia, Brazil, Chile, Colombia, Ecuador, Haiti, Paraguay, Peru, Portugal, Russia, Santo Domingo, Spain, Sweden and Norway, and Venezuela, and the miscellaneous correspondence relating to those countries.

c. China, Costa Rica, Guatemala, Honduras, Japan, Korea, Liberia, Mexico, Nicaragua, Persia, Siam, and Turkey, and other countries not assigned, and miscellaneous correspondence relating to those countries.

The work divides itself, first, into the examination, consideration, and discussion of diplomatic questions, such as treaties, claims, questions of international law and policy, etc., and, second, purely routine matters, such as the preparation of letters of credence and recall and other ceremonial letters, the reference of requests of foreign diplomatic agents in the United States for the free entry of articles sent them from abroad to the Treasury Department, and the answering of the many inquiries received relating to the status of matters before the Department. The preparations of papers called for by resolutions of Congress is also largely performed by this Bureau, and the preparation of treaties for signatures.

The incoming correspondence is received from the Chief Clerk. Each paper on reaching the Bureau is stamped with the date of its receipt, examined by the chief of the Bureau, and turned over with appropriate directions to the proper divisional clerk. The action taken by him is indorsed on the paper, when it is returned to the chief of the Bureau. By 12 o'clock the outgoing mail for the day is ready for the Secretary's attention and signature and is sent to the Chief Clerk for that purpose. It returns signed about two hours later, in time, as a rule, to be press copied and put up for the evening mail at 4, each divisional clerk attending to the correspondence of his respective countries. The hours of the afternoon are occupied in preparing the mail for the

following morning. The typewriters, some of whom are also employed as translators, are steadily occupied all day in copying and comparing the work allotted to them, with occasional assistance from copyists in other bureaus.

The chief of the Bureau in the meantime verifies the copies of the preceding day's mail; checks them off on the papers to which they are replies, sending both to the index bureau to be filed; reads over, distributes, and gives directions concerning the new matter which is constantly arriving, and performs such personal duties as are necessary to avoid interrupting the divisional clerks too much in their work, besides investigating and reporting upon such matters as are directly referred to him by the Secretary and Assistant Secretaries.

CONSULAR BUREAU.

ROBERT S. CHILTON, JR., *Chief of Bureau.*

ROBERT S. CHILTON, JR., Chief of the Consular Bureau, was born in Washington, D. C., 1861; resided in Canada from 1871 to 1877 with his father, who at that time was consul at Clifton, Ontario; entered Consular Bureau in 1877 as a clerk and received various promotions; resigned fourth-class clerkship in 1889 to accept appointment as private secretary to Vice-President Levi P. Morton; resigned this position near the end of Mr. Morton's term to accept appointment as Chief Clerk of the Department of State; was reduced to fourth-class clerkship upon change of administration; later sent to Turkey to open newly established consulate at Erzerum, but through refusal of Turkish Government to grant exequatur was unable to get beyond Trebizond. While in Turkey was appointed Chief of the Consular Bureau and ordered home; made a tour of inspection of consulates in 1896 and 1897, visiting Canada, Cuba, Mexico, Europe, Egypt, Ceylon, Singapore, China, Japan, and Honolulu.

The Consular Bureau has charge of all correspondence with consular officers, and incidental thereto of correspondence with the several Executive Departments, the accounting officers of the Treasury, and with individuals, on subjects which in some way relate to or involve the services of consular officers. The correspondence is of a varied character

ROBERT S. CHILTON, JR.

and is difficult to describe; but it may be said generally to include instructions to consular officers in regard to commercial matters, relief, protection, and accounts of seamen, the protection of United States citizens abroad, the settlement of estates of Americans dying abroad, sanitary reports and inspections of vessels, undervaluation of goods, certifications of invoices, accounts for salary and expenses, etc., and correspondence incidental thereto with Departments and individuals.

In addition to its correspondence the Consular Bureau is much occupied with personal interviews with consular officers while in Washington on their way to their posts or on leave of absence, and with retiring consuls who come to Washington to settle their accounts. The interviews are usually with the Chief of the Bureau, whose duty it is to give all necessary instructions to newly appointed consuls, and to answer questions of others who call in regard to matters connected with the consular service. This branch of the work is especially heavy when, through a change of Administration, many consuls are passing through the city going to or returning from their posts. The Chief of the Bureau is a member of the board of examination for consular appointments, and under his direction all examinations are prepared and conducted. This duty adds very materially to the work of the Bureau. The examinations proper are usually in writing, but the applicants are all informally questioned orally. The Bureau is expected also to have an intimate knowledge of the personnel of the service and to be prepared to give information in regard thereto when desired by the Secretary or Assistant Secretaries, and it is constantly called upon in such matters when appointments are being made.

In time of war with a foreign country consular officers are required to watch and report the movements of the

enemy's ships, to report and prevent, if possible, the fitting out of privateers and other infractions of neutrality laws, to carry out instructions for the purchase of coal and other supplies for our vessels, and generally to do everything in their power to aid the Government in carrying on the war. This involves much correspondence with consuls, by cable and through the mails, of a delicate and strictly confidential nature.

The estimates for appropriations and explanatory letters to Congress are also prepared by the Chief of the Bureau, and allowances for clerks, messengers, interpreters, guards, marshals, etc., are made on his recommendations.

The consular service embraces in all about 800 officers, scattered over all the world, and about half of these correspond directly with the Department. The subjects embraced in this vast correspondence are varied, and the daily mail is an interesting budget of information from all quarters of the earth. Now that American enterprise is reaching out to distant lands for markets for its manufactures the consular service is becoming daily of greater importance, and much of the benefit to be derived from it as a means of extending and protecting our interests abroad depends upon the management of the Consular Bureau.

All communications received from consuls are first indexed by the Bureau of Indexes and Archives, and the more important ones read by the Assistant Secretary having charge of consular matters. The dispatches then come to this Bureau, where they are read by the chief of the Bureau, who indicates the reply to be made to such as have not already had replies indicated by the Assistant Secretary. The dispatches, except those relating to appointments, allowances, and supplies, are then distributed by the chief of the Bureau to the correspondence clerks, each of whom is charged with the preparation of all correspondence with consular offices

in countries assigned to him. The work is now in charge of three clerks, and is divided as follows:

1. Correspondence with Germany and Great Britain and their dependencies, together with the miscellaneous correspondence connected therewith.

2. Correspondence with Argentine Republic, Austria-Hungary, Belgium, Brazil, Chile, Denmark, Greece, Italy, Netherlands, Paraguay, Peru, Portugal, Russia, Spain, Sweden and Norway, Switzerland, Uruguay, and their dependencies, together with the miscellaneous correspondence connected therewith.

3. Correspondence with the Barbary States, Bolivia, Central America, Colombia, China, Ecuador, Egypt, France, Friendly and Navigators Islands, Haiti, Japan, Liberia, Madagascar, Mexico, Mascat, Santo Domingo, Siam, Turkey, Venezuela, and other countries unassigned, with their dependencies, together with the miscellaneous correspondence connected therewith.

Each clerk conducts the correspondence of which he has charge, drafts the replies to be made to the dispatches, has them typewritten in the form of instructions, and then submits them to the Chief of the Bureau for approval, after which they are sent to the Chief Clerk of the Department, who distributes them among the proper officials for signature. In case it is necessary, the Chief of the Bureau or the clerk in charge of a division of correspondence prepares a report on the history of a subject to which a dispatch relates. The report, accompanied by the previous correspondence on the subject, is then submitted to the Assistant Secretary, by whom a decision is made as to the action to be taken. The report is then returned to the Bureau and an appropriate reply is prepared. In matters of importance the reports and instructions are prepared by the Chief of the Bureau.

After the instructions and letters have been signed they

are indexed by the Bureau of Indexes and Archives and returned to the Consular Bureau, where they are placed in charge of a clerk, under whose supervision they are press copied and mailed. To this clerk is also assigned the duty of recording bonds, sending out circulars to consular officers, and duties of a like nature.

The replies to all communications relating to appointments, allowances to consulates in the way of messenger service and clerk hire, leaves of absence, supplies, etc., are drafted by a clerk who has charge of the correspondence in regard to such matters, and who keeps a record of all notarial fees received by consuls, a record of leaves of absence of consuls, together with their whereabouts while on leave, and a record of the dates of transfer of consular offices to new appointees.

Requests for information on commercial matters are at frequent intervals received from the Bureau of Foreign Commerce, and are by the Consular Bureau put into the form of instructions and sent to consular officers. The replies of consular officers to these instructions are, when received, sent to the Bureau of Foreign Commerce for publication in Consular Reports or transmission to other Departments.

In like manner requests from other Executive Departments for information on various subjects are by the Consular Bureau transmitted to consular officers, and their replies in turn sent to the Departments by which the information was requested.

The Consular Bureau has charge also of recommending the presentation of testimonials to masters and seamen of foreign vessels for rescuing American seamen, in case of wreck or other mishap to an American vessel.

THOMAS MORRISON.

BUREAU OF ACCOUNTS.

THOMAS MORRISON, *Chief of Bureau.*

THOMAS MORRISON, Chief of the Bureau of Accounts and Disbursing Clerk of the Department of State, was born in Quebec, Canada, in 1843; removed at the age of 10 with his parents to Ohio; received a public school and academic education at Milan, Ohio. Served as clerk and telegrapher in the office of the train dispatcher of the Sandusky, Dayton and Cincinnati R. R. in Sandusky, Ohio; was member of Douglas Light Infantry of Urbana, Ohio, which company formed part of Second Ohio Regiment in brigade under General Schenck; served under General Schenck in three months' service, after which he entered the Army of the Potomac, and served in it, and on detached duty during the war under Generals McClellan, Fitz John Porter, Rufus King, Franklin, Ingalls, and Grant. After the battle of Malvern Hill was ordered from Harrisons Landing, Va., to Jamestown Island, James River, in command of company of detailed men with material to construct a telegraph line between the island and Williamsburg, Va., and open up communication by wire with Washington via Fortress Monroe, and by dispatch boat from the island to the commanding officer at Harrisons Landing; returned to the island after communication was established with Fort Monroe, and remained there till the evacuation of the Peninsula; was ordered to Washington from Yorktown for special duty at the War Department and at the Washington Arsenal, and

served at both places until assigned to duty at General Grant's headquarters at City Point. Served under General Grant till the close of the war. Located at Millers Place, Suffolk County, N. Y., immediately after the war, from which place he entered the Department of State, at Washington, at $1,200 per annum; was promoted successively to $1,600 and $1,800. Had charge of and examination for approval of all the diplomatic and consular accounts, bills of exchange of ministers and consuls, and the preparation of the same for payment; was also in charge of the telegraph bureau of the Department; was promoted to chief of the Bureau of Accounts and disbursing clerk in April, 1900.

The Bureau of Accounts has the supervision and records of all moneys and appropriations, and accounts therefor, received and disbursed by direction of the Secretary of State or subject to his control. Such accounts may be classified under the following heads:

1. International indemnities or trust funds.
2. Diplomatic and consular accounts.
3. Accounts of the Department proper.

In addition to the foregoing classes of accounts, this Bureau has charge of—

4. Passports.

All moneys received by the United States from foreign governments as indemnities are paid to the Department of State. Under an act approved February 27, 1896, all moneys received by the Secretary of State from foreign governments and other sources, in trust for citizens of the United States or others, are covered into the Treasury of the United States. The amounts due claimants respectively from each of such trust funds are determined in the Bureau of Accounts, and the amounts as found due are certified by the Secretary of

State to the Secretary of the Treasury for payment. A complete record of the receipts and disbursements on account of these funds is kept.

The accounts of ministers for salary and contingent expenses; the salary accounts of secretaries of legations and chargés; the accounts of consuls for contingent expenses, clerk hire, compensation of interpreters and guard, etc., and all accounts of ministers and consuls for expenses incurred in pursuance of special authorization or by reason of emergencies in the service are approved by the Secretary of State, or one of the Assistant Secretaries, before being sent to the accounting officers of the Treasury for final settlement. The approval is not given until it has been ascertained by an examination in this Bureau that the accounts are in every detail in accordance with law and regulations. A complete record of these accounts is entered upon the books of the Bureau. Those of the United States ministers and consuls who have not been given letters of credit upon the United States bankers in London make drafts upon the Secretary of State in settlement of these accounts, which drafts are recorded in this Bureau, and requisitions for the amounts are drawn upon the Secretary of the Treasury in payment thereof.

The chief of this Bureau is also the disbursing clerk of the Department, and as such disburses the various departmental appropriations made by Congress. The regular officers, clerks, and employees of the Department are paid their salary on the last day of each month. Upon the completion of the services rendered by a special employee, or delivery of articles purchased upon an order of the Secretary of State, a bill for such services or articles purchased is presented to the Department and referred to the Bureau of Accounts, where it is transcribed on a regular form of voucher, upon which the appropriation against which the amount is to be

charged is designated, and the voucher is then transmitted to the payee for signature, and, after being approved by the proper officer of the Department, a check in payment is mailed to the payee by the disbursing clerk. The voucher is then properly indorsed and entered upon the books of the Bureau.

Monthly accounts are rendered by the disbursing clerk to the Treasury Department for all expenditures of this nature under each appropriation against which charges have been made.

All applications for passports made in this country, whether by mail or in person, are examined, necessary correspondence upon the subject prepared, and the passports issued in the passport division of this Bureau. Under the law passports are granted only to citizens of the United States; therefore the citizenship of all applicants is necessarily passed on in the examination of the applications. The passports are numbered consecutively, and the application bears the number of the passport. A new series of numbers is started with each Administration. People who contemplate procuring passports are furnished, upon request, with the rules governing applications, and with blank forms of application. The law requires that a fee of $1 be charged for each passport issued, and that the moneys received be deposited in the Treasury of the United States.

Duplicates of all applications upon which passports have been granted by our diplomatic and consular officers abroad are examined and filed here, and a report is made whenever a passport appears to have been improperly granted. A record of all passports issued at home or abroad is kept, and extends back for a hundred years.

The telegraphic work of the Department is performed by the clerks of this Bureau. The bulk of the messages, in quantity, though not in number, is in cipher.

The seal of the Department is in the custody of this Bureau, and a record is kept of all authentications of Federal and State seals to which it is affixed.

The chief of this Bureau is charged with the care of the property of the Department.

BUREAU OF ROLLS AND LIBRARY.

ANDREW H. ALLEN, *Chief of Bureau.*

ANDREW HUSSEY ALLEN, Chief of the Bureau of Rolls and Library, was born in New York, N. Y., December 6, 1855; was educated at private schools, at Phillips Academy, Andover, Mass., and graduated with degree of A. B. at Harvard University, Cambridge, Mass., June, 1878; studied law for one year at the Law School of Columbia College, New York, and in the offices of Arnoux, Rich, and Woodford; admitted to practice by the supreme court of North Carolina, but never practiced; appointed clerk in the State Department at $900 September 15, 1880; class 1 May 1, 1881; appointed disbursing agent of the Court of Commissioners of Alabama Claims July 20, 1882, and served till the dissolution of the court, December 31, 1885; confidential clerk to the Second Assistant Secretary of State March 13, 1890, at $1,200; appointed representative of the Department of State on the United States Board on Geographic Names July 11, 1890; confidential clerk to the Second Assistant Secretary of State December 8, 1890, at $1,400; appointed Chief of the Bureau of Rolls and Library June 12, 1892.

The Bureau of Rolls and Library, as its name indicates, comprises two divisions—the rolls and the library.

The rolls division is charged with the promulgation and custody of the laws and treaties of the United States, and

ANDREW H. ALLEN.

the proclamations, Executive orders, and Executive announcements of the Presidents, as well as with the care of the files and records of international claims commissions, the Revolutionary archives and other manuscript papers, and with the correspondence relating to these several collections.

The first and most important duty of this division is the promulgation (publication) of the laws, treaties, proclamations, and Executive orders, work which must be performed with the utmost attainable promptness, speed, and accuracy.

There are three methods under the Constitution by which legislation of Congress may be enacted:

First. By the passage of a bill embodying the provisions of the projected law by both Houses of Congress, and its approval by the President. This is the usual course.

Secondly. By the passage of such a measure by both Houses of Congress and by the failure of the President to return it unsigned, while Congress is in session, to the House in which it originated, within ten days (Sundays excepted) after it shall have been presented for his approval. Should he fail to return it within the constitutional period of ten days, Congress being continuously in session, and fail to approve it, the bill becomes a law by what is known as constitutional limitation. There are certain apparently technical exceptions to this rule, which will be noticed later when the subject of so-called "pocketed laws" is reached.

Thirdly. A bill may become law by its passage by both Houses of Congress over the President's veto.

When enacted by the first method, the law is sent promptly, after the President has signed it, over to the Department of State, where it is received and stamped with a date stamp by the Chief Clerk, who, in turn, sends it without delay to the Bureau of Rolls.

When perfected by the second method, the law, at the moment of its completion, being in the hands of the Presi-

dent, is sent to the Department of State with a letter from one of the President's secretaries reciting the circumstances under which the bill has become law. Such laws are generally sent to the Department the day after the expiration of the constitutional ten days, and are treated upon receipt with the same promptness as that described in the case of laws under the first method.

But when the President vetoes a bill and the two Houses of Congress pass it by a two-thirds vote over the veto, the perfected law is sent to the Department of State by the presiding officer of the House of Congress in which it is last passed over the veto, bearing the certificates of the Secretary of the Senate and the Clerk of the House, reciting the facts of the veto and the passage of the act thereover in the respective Houses.

Until 1894 the laws were engrossed for signature in manuscript upon parchment; but on November 1, 1893, Congress provided by a joint resolution that they should be printed upon parchment for the signatures of the presiding officers of the two Houses, the approval of the President, and for permanent preservation—a change of form which has greatly simplified their promulgation. A subsequent concurrent resolution of Congress excepted the last six days of a session from the operation of this law whenever the necessity might arise.

When the perfected law is received by the Bureau of Rolls it is immediately taken up, to the exclusion of all other business and without regard to office hours, Sundays, or holidays, and is designated, according to the nature of its provisions, as a public or private act, or a public or private resolution, and a serial number is assigned to it, the series of numbers running through a session of Congress. It is then entered by its title in a register, together with its serial number, the date of its approval, and the number of the bill,

Senate or House, upon which it was framed. A facsimile copy of the law—three copies of which, "pulled" from the type as set from the original act, have been previously sent to the Bureau—is immediately dispatched to the Public Printer, with a requisition to print it in slip (fly-leaf or pamphlet) form, under sections 210, 3803, and 3805 of the Revised Statutes of the United States, and section 56 of the public-printing act of January 12, 1895, and to furnish the Department with as many copies as are required up to the statutory limit of 500. This requisition, signed by the Chief of the Bureau and countersigned by the Chief Clerk of the Department, is numbered and entered in a register called Register of Copy and Proof of the Laws. The Printer proceeds, under the sections of law cited, to set type for the act or resolution with all possible speed, and to send proof to the Bureau, where it is immediately read with the original, with the utmost rapidity consistent with unconditional accuracy. If any errors are found they are corrected and the proof is returned to the Printer, who sends a revise—this course being pursued and a record kept until a clean proof is reached, when the order to print is given.

The Bureau, as the slip laws are received, makes a subject index of them for official use, in addition to the registers already mentioned.

The prints of the "slip laws" being received, copies of all, as they come in, certified under the sign manual of the Chief of the Bureau, are sent to the Treasury Department, the Chief of Engineers of the Army, and the Interior Department; and uncertified copies are held ready for distribution to officers of the Government and others entitled to or requiring them for immediate use. Copies of laws required for use in court are usually certified under the signature of the Secretary of State and the seal of the Department.

Other sources of supply for copies of the slip laws as pub-

lished by the Department are the document rooms of the two Houses of Congress, where quotas are held subject to the disposal of Senators, Representatives, and Delegates in Congress. Copies of the slip laws are also sent by the Public Printer to the Treasury Department for official use.

Bills that become laws by the President's approval are published in the following form:

[PUBLIC—No. 54.]

AN ACT To amend section forty-eight hundred and twenty-nine of the United States Revised Statutes concerning surgeons, assistant surgeons, and other medical officers of the National Home for Disabled Volunteer Soldiers.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section forty-eight hundred and twenty-nine of the Revised Statutes of the United States be amended by the addition of the following words: "*Provided*, That surgeons, assistant surgeons, and other medical officers of the National Home for Disabled Volunteer Soldiers, and the several Branches thereof, may be appointed from others than those who have been disabled in the military service of the United States."

Approved, February 9, 1897.

Those that become laws by "Constitutional limitation" are printed with a note by the Bureau, thus:

[PUBLIC—No. 179.]

AN ACT Amending the act of June eighth, eighteen hundred and eighty, entitled "An act to authorize the President to appoint an officer of the Navy or the Marine Corps to perform the duties of solicitor and judge-advocate-general, and so forth, and to fix the rank and pay of such officer," and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the act "to authorize the President to appoint an officer of the Navy or the Marine Corps to perform the duties of solicitor and judge-advocate-general, and so forth, and to fix the rank and pay of such officer," approved June eighth, eighteen hundred and eighty, is hereby amended by inserting in said act in lieu of the words "with the rank, pay, and allowances of a captain in the Navy, or a colonel in the Marine Corps, as the case may be," the words "with the rank and highest pay of a captain in the Navy, or the rank, pay, and allowances of a colonel in the Marine Corps, as the case may be:" *Provided*,

That this amendment shall take effect from July nineteenth, eighteen hundred and ninety-two, the date on which the present incumbent entered on duty, and that the amount herein appropriated shall be payable from the appropriation "Pay of the Navy."

Received by the President, May 25, 1896.

[NOTE BY THE DEPARTMENT OF STATE.—The foregoing act having been presented to the President of the United States for his approval, and not having been returned by him to the house of Congress in which it originated within the time prescribed by the Constitution of the United States, has become a law without his approval.]

Bills becoming laws by passage over the President's veto are promulgated in this form, with certificates:

[PUBLIC—NO. 52.]

AN ACT To constitute a new division of the eastern judicial district of Texas, and to provide for the holding of terms of court at Beaumont, Texas, and for the appointment of a clerk for said court.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the counties of Jefferson, Orange, Newton, Jasper, Hardin, Liberty, Tyler, San Augustine, Sabine, Polk, and San Jacinto shall constitute a division of the eastern judicial district of Texas.

SEC. 2. That terms of the circuit and district courts of the United States for the said eastern district of the State of Texas shall be held twice in each year at the city of Beaumont, on the first Mondays in June and December.

SEC. 3. That all civil process issued against persons resident in the said counties of Jefferson, Orange, Newton, Jasper, Hardin, Liberty, Tyler, San Augustine, Sabine, Polk, and San Jacinto, and cognizable before the United States courts, shall be made returnable to the courts, respectively, to be held at the city of Beaumont; and all prosecutions for offenses committed in either of said counties shall be tried in the appropriate United States court at the city of Beaumont: *Provided*, That no process issued or prosecution commenced or suit instituted before the passage of this act shall be in any way affected by the provisions hereof.

SEC. 4. That the clerks of the circuit and district courts for said district shall maintain an office in charge of themselves or a deputy at said city of Beaumont, which shall be kept open at all times for the transaction of the business of said division.

SEC. 5. That so much of all acts or parts of acts as are in conflict herewith are hereby repealed.

IN THE HOUSE OF REPRESENTATIVES,
January 22, 1897.

The President of the United States having returned to the House of Representatives in which it originated the bill (H. R. 9469) "An act to constitute a new division of the eastern judicial district of Texas, and to provide for the holding of terms of court at Beaumont, Texas, and for the appointment of a clerk for said court," with his objections thereto, the House proceeded in pursuance of the Constitution to reconsider the same; and

Resolved, That the said bill pass, two-thirds of the House of Representatives agreeing to pass the same.

Attest: A. MCDOWELL, *Clerk*,

IN THE SENATE OF THE UNITED STATES,
February 8, 1897.

The Senate having proceeded, in pursuance of the Constitution, to reconsider the bill entitled "An act to constitute a new division of the eastern judicial district of Texas, and to provide for the holding of terms of court at Beaumont, Texas, and for the appointment of a clerk for said court," returned to the House of Representatives by the President of the United States, with his objections, and sent by the House of Representatives to the Senate, with the message of the President returning the bill:

Resolved, That the bill do pass, two-thirds of the Senate agreeing to pass the same.

Attest: WM. R. COX, *Secretary*.

The business of receiving, caring for, and promulgating the laws has been reduced to a system every detail of which is of importance to the avoidance of confusion and error; and whether the proof be read at comparative ease during office hours without interruption, or under stress through hours that are long, continuous, and late, errors in the slip laws, however trivial, have become all but unknown. An error in a law is any deviation, however slight, from the original act—which must be reproduced in published form exactly as enacted.

The lawmaking power alone can correct errors, even the most trifling, in the original law—and then only by the enactment of another law for the purpose.

An editor of the Statutes, appointed by the Secretary of

State, compiles the laws enacted at each session of Congress for publication, with an index, in pamplet form, and at the end of each Congress the same officer compiles the laws of the several sessions for publication with an index in the regular volume of the Statutes at Large. The Bureau of Rolls again reads the text of the laws for these publications in order to be able to guarantee absolute accuracy.

A pocketed law, so called, is really not a law at all, but a bill which has failed to become a law because presented to the President for approval within less than the constitutional ten days (during which he might return it not approved) before adjournment of Congress. His failure to return it to the House in which it originated within the period allowed him by the Constitution is thus regarded as due to the fact that Congress adjourned before the period expired. His failure to sign it under such circumstances is regarded as equivalent to a veto, which is called a "pocket veto," so the law fails, and the President notes the conditions upon it under his signature. For the purposes of Executive action respecting the laws the adjournment of Congress for the so-called recess during the Christmas holidays may be treated as an adjournment or as merely a recess. When treated as an adjournment, laws not signed by the President prior to the date of such adjournment, when presented to him within ten days theretofore, fail by pocket veto. The adjournment for the holidays is treated as a recess by the President when he approves a bill or resolution during the recess.

All the original laws are bound, at the end of each session of Congress, in volumes of uniform or nearly uniform size for permanent preservation.

Treaties with other powers are promulgated in a slip form similar to that of the laws, as well as published in the Statutes at Large—the President proclaiming them as the final

act prior to publication. The process of promulgation is in all respects like that of the publication of the laws. Both the original and the exchange copy of every perfected treaty is preserved in the bureau of rolls, as are also all proclamations, Executive orders, and Executive announcements that come to the Department of State, after their promulgation as described in the case of the laws. All such instruments have the right of way immediately upon their arrival in the office.

Proclamations, Executive orders, and Executive announcements are accurately and promptly printed on foolscap paper, for limited distribution on demand, immediately upon receipt by the bureau of rolls, but only the proclamations are reprinted in the volumes of Session Laws and Statutes at Large.

The Revolutionary archives and other so-called historical manuscript collections in the bureau of rolls and Library are: [1]

	Volumes.
The records and papers of the Continental Congress (old binding, folio)	307
The Washington papers (old binding, folio)	[2]336
The Madison papers (new binding, quarto)	75
The Jefferson papers (old binding, quarto)	137
The Hamilton papers (old binding, folio)	65
The Monroe papers (new binding, quarto)	22
The Franklin papers (new binding, quarto)	32
Papers of the Quartermaster-General's Department during the Revolutionary period and later (old binding, and loose papers).[3]	

[1] This enumeration does not include papers received in the course of the business of the Department, properly a part of its official files. The records of the war of 1812 in this bureau, consisting of papers received in the course of business, through the exercise of particular functions, and limited in volume, form a part of the official files of the Department.

[2] Thirty-seven of these volumes, "Army returns," restored and rebound were transferred to the War Department under the act of August 18, 1894, on the 24th of November, 1894.

[3] Received from the War Department March and April, 1888. Returned November 24, 1894, with the "Army returns."

The papers enumerated were thus acquired:

The records and papers of the Continental Congress, deposited with the Secretary of State under the acts of Congress of July 27, 1789, and September 15, 1789, entitled, respectively

An act for establishing an Executive Department to be denominated the Department of Foreign Affairs.

An act to provide for the safe-keeping of the acts, records, and seal of the United States, and for other purposes.

The Washington papers, bought, in two parts, under the acts of June 30, 1834, and March 3, 1849 (thirty-seven volumes from this collection were lately transferred to the War Department. Cf. note supra), entitled, respectively—

An act to enable the Secretary of State to purchase the papers and books of General Washington.

An act making appropriations for the civil and diplomatic expenses of Government for the year ending the thirtieth of June, eighteen hundred and fifty, and for other purposes.

The Madison papers, bought under the act of May 31, 1848, entitled—

An act making appropriations for the civil and diplomatic expenses of Government for the year ending the thirtieth day of June, one thousand eight hundred and forty-nine, and for other purposes.

The Hamilton papers, bought under the act of August 12, 1848; the Monroe papers, bought under the act of March 3, 1849, and the Franklin papers, bought under the act of August 7, 1882, entitled—

An act making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and eighty-three, and for other purposes.

* * * To enable the Secretary of State to purchase the manuscript papers of Benjamin Franklin, and the collection of books, and so forth, known as the Franklin collection, belonging to Henry Stevens, of London, thirty-five thousand dollars; the printed books, pamphlets, and newspapers, and one of the typewriter copies of the manuscripts to be deposited in the Library of Congress, and the residue to be preserved in the Department of State.

Approved, August 7, 1882.

The papers of the Quartermaster-General's Department of the Revolutionary period and later were transferred to this Department from the War Department in March and April, 1888. According to the list accompanying them, they comprise 68 "orderly books," 78 "miscellaneous books," etc., 24 books relating to military accounts in the Quartermaster's Department, 14 "small memorandum books," 73 file boxes containing papers not numbered. Besides the papers enumerated in the list there was a large bundle of papers of a miscellaneous character, unindexed and unnumbered. Under the act of August 18, 1894, the papers from the Quartermaster-General's Office were returned to the War Department.

The Bureau being charged with the care of these archives performs that duty by restoring, mounting and binding them, and by the publication of a bulletin.

The restoration involves a strengthening of each paper requiring it, and the piecing out of ragged edges, by a trained process.

The mountings comprise the attachment of each paper to a linen hinge, which is in turn affixed to a sheet of heavy "ledger paper," also provided with a linen hinge.

The binding is in volumes of half leather and cloth, of a weight not too great to bear handling, and of the size and shape of a large quarto.

Other work in the line of preservation is comprehended in calendars and indexes of the several collections.

The bulletin mentioned (called "Bulletin of the Bureau of Rolls and Library of the Department of State") was inaugurated in September, 1893, for the purpose of publishing this index work, together with certain special papers Eight numbers have already appeared.

No. 1, September 1, 1893, contains a list of the volumes comprising the Papers of the Continental Congress, the beginning of a miscellaneous index of those papers, and an

appendix commencing the publication of the documentary history of the Constitution of the United States, with the proceedings of the Annapolis Convention.

No. 2, November, 1893, contains a new edition of the Calendar of the Correspondence of James Monroe, with corrections and additions.

No. 3, January, 1894, contains a list of the volumes of the Washington papers, a continuation of the Index of the Papers of the Congress, and the proceedings of the Federal Convention.

No. 4, March, 1894, contains a Calendar of the Correspondence of James Madison.

No. 5, May, 1894, contains lists of the volumes of the Madison, Jefferson, Hamilton, Monroe, and Franklin collections; a continuation of the Index of the Papers of the Congress, the Constitution of the United States as framed by the Federal Convention, the proceedings of the Congress thereupon, and the ratifications thereof by the several States.

No. 6, July, 1894, contains Part I of a Calendar of the Correspondence of Thomas Jefferson; letters from Jefferson.

No. 7 contains a list of the Territorial and State Records in the Bureau, the continuation of the Index of the Papers of the Continental Congress, and the amendments to the Constitution of the United States.

No. 8 contains Part II of the Calendar of the Correspondence of Thomas Jefferson, being letters to Jefferson.

No. 9 continues the Index of the Papers of the Congress, and contains a literal print of Madison's Notes of the Debates in the Federal Convention.

The archives of international commissions in the custody of the Bureau of Rolls and Library comprise the records and papers of all arbitrations and commissions of the United States and other powers for the adjudication (*final* settlement) of questions of boundaries and of public and private

claims, and they are, as may readily be surmised, of very great volume, and subject to frequent examination for various purposes, both by the Government and by interested individuals.

The library, founded by Thomas Jefferson in 1789, consists of about 65,000 volumes and 2,500 pamphlets. Its principal and most valuable collections are works on international law, diplomacy, and the laws of foreign nations. It is rich also in history, biography, and travels; but, with the limited sum allowed for the purchase of books, it is not able to keep abreast of the publishers on all these lines. Its annual accessions amount to about 1,000 books and pamphlets, exclusive of those acquired by gift, which are not very many. Books and maps are bought for the library under an order of the Secretary of State by the chief of the Bureau, who must be fully advised of publications generally, and accounts are kept in the library as well as in the Bureau of Accounts. Periodicals, of which the library has only a fair list, are secured under the same conditions. The use of the library is restricted, first, to the official business of the Department, then to the Department service personally, to the members of the Diplomatic Corps in Washington, and to others specially admitted.

The library, as a public depository, receives one copy of each bound volume of Congressional documents, and possesses a collection of these volumes from the earlier Congresses of considerable value and extent. It also receives by special resolution of Congress nineteen copies of every separate Senate and House of Representatives document and report, and ten copies of every bill and resolution introduced in Congress. These documents, etc., are solely for the official use of the Department and not for distribution in any sense. They are carefully assorted, entered, and filed for reference and future use; bills and resolutions of Congress

only being discarded at the end of each Congress. Such documents as the Department has for distribution occasionally, except Consular Reports and Commercial Relations, are cared for and distributed by this Bureau, and an accurate account is kept.

The library has no printed catalogue, but publishes an accession list semiannually, and is engaged upon a special catalogue of its collections of works relating to international law and diplomacy, Part I of which, covering the letters A and B, is in print in a very limited edition, for distribution to certain classes of libraries. There is an extensive card catalogue of the works of the several collections.

The correspondence of the Bureau is conducted principally by circulars drawn to meet almost all routine work by mail that concerns the distribution of documents, the laws of Congress, and the Revolutionary archives.

Other work of this division of the Bureau, in which there are engaged only six persons, is similar to that of all libraries and involves similar qualifications.

BUREAU OF INDEXES AND ARCHIVES.

PENDLETON KING, *Chief of Bureau.*

PENDLETON KING is a native of North Carolina; was educated at Haverford College, Pennsylvania, and in Berlin and Paris; was appointed Secretary of Legation at Constantinople in 1886, and was Chargé d'Affaires at different times; was appointed Chief of the Bureau of Indexes and Archives in 1894.

The chief objects of this Bureau are:

1. To make, for the purpose of reference, an entry, under carefully selected catchwords, of the correspondence to and from this Department.

2. To keep a written record of all indexed communications from the Department.

3. To bind and keep in orderly arrangement all dispatches and indexed letters to the Department—the main body of the archives.

4. To make a subject index on cards of the outgoing and incoming correspondence.

5. To collect the correspondence on any subject of current examination (for the officers and bureaus of the Department).

6. The preparation of the annual volume of "Foreign Relations."

1. *Indexing.*—The mail received at the Department is brought to this Bureau and divided into three classes—*Diplomatic* (all communications from the ambassadors and ministers of our own and other countries), *Consular* (all communications from our consuls and consuls of foreign countries), *Miscellaneous* (letters from the other departments of this Government, from Congress, private individuals, etc).

PENDLETON KING.

It is then opened, stamped, arranged, and examined by clerks, who enter in folio index books (labeled "To the Department"), under appropriate catchwords, a brief abstract of the contents of each communication. The entries in the diplomatic and consular index books are arranged by countries, in alphabetical order; in the miscellaneous index books they are entered in alphabetical order. After being indexed, the diplomatic correspondence and the more important consular and miscellaneous are sent to the Chief Clerk of the Department for distribution to the officers and bureaus that have the matters in charge; the routine and less important communications are distributed by the index clerks.

The answers to these communications likewise come to this Bureau, and are divided into three classes and indexed in a similar manner in books labeled "From the Department." This outgoing mail is then sent back to the bureaus where it was prepared; a press copy is there made of every indexed outgoing communication and sent to this Bureau for the recording clerks. The following specimens indicate the manner of indexing:

DIPLOMATIC REGISTER—CORRESPONDENCE FROM THE DEPARTMENT.

To Spain.	No.	Date.	Subject.	Record. Vol.	Record. Page.
		1885.			
J. L. M. Curry, envoy extraordinary and minister plenipotentiary.	47	Dec. 28	Claim of J. J. May *v.* Spain for seizure and sale of his vessel Morning Star by customs authorities at Cardenas. The condemnation and sale were made on a technical violation of customs regulations. Instructed to present the case and urge the payment of indemnity. Inclosure 10th instant from consul at Cardenas.	16	125
	48	Dec. 30	Barcelona: Recognition of W. M. Hanford as consul at, desired.		129

DIPLOMATIC REGISTER—CORRESPONDENCE TO DEPARTMENT.

From Spain.	No.	Date.	Subject.	Received.
		1886.		
J. L. M. Curry.....	92	Jan. 8	Claim of J. J. May *v.* Spain for seizure and sale of his vessel Morning Star at Cardenas. Refers to despatch 47 and previous correspondence, and states Spain offers $20,000 in full settlement.	6, 20
	93	Jan. 15	Imprisonment without trial of Thomas Greene, an American sailor, at Malaga. He is charged with larceny. Minister foreign affairs promises investigation of the delay and a fair trial. Incloses letter from consul at Malaga and note from foreign office.	6, 27

CONSULAR REGISTER—CORRESPONDENCE FROM THE DEPARTMENT.

To Cardenas.	No.	Date.	Subject.	Record. Vol.	Record. Page.
		1885.			
W. H. Tracy, consul.	51	Nov. 15	Claim of J. J. May *v.* Spain for seizure and sale of his vessel Morning Star by customs authorities at Cardenas for error in manifest. Inclosure 10th instant from J. J. May, relative to, instructs him to investigate and report facts.	217	201

CONSULAR REGISTER—CORRESPONDENCE TO DEPARTMENT.

From Cardenas.	No.	Date.	Subject.	Received.
		1885.		
W. W. Tracy, consul.	72	Dec. 10	Claim of J. J. May *v.* Spain for seizure and sale of his vessel Morning Star by customs authorities at Cardenas. Reports result of investigation. The case one of great hardship; the seizure and sale were made on a technical error.	12, 26
	73		Wreck of American ship Ocean Pearl reported.	1, 11

MISCELLANEOUS REGISTER—CORRESPONDENCE FROM DEPARTMENT.

To whom.	Date	Subject.	Record. Vol.	Page
	1886.			
J. J. May	June 23	Claim *v.* Spain growing out of seizure and sale of his vessel Morning Star by customs authorities at Cardenas. Refers to his November 10, and subsequent correspondence. Spain offers $20,000 in settlement; asks if this is satisfactory.	150	26

MISCELLANEOUS REGISTER—CORRESPONDENCE TO DEPARTMENT.

From whom.	Date.	Subject.	Received.
	1885.		
May, J. J	Nov. 10	Claim *v.* Spain, growing out of seizure and sale of his vessel Morning Star by customs authorities at Cardenas for technical error in manifest. Incloses papers showing absence of fraudulent intent, and requests intervention of United States.	11, 12
Mason, J. B., & Co	Nov. 25	Rescue of crew of their vessel Minnie Warren by British vessel Salamander. Calls attention to the heroism of the crew, and recommends a suitable acknowledgment by the Department.	11, 26
Maryland Geological Society.	Dec. 12	Geological explorations in Crete. Requests that minister at Constantinople aid them in obtaining a firman from the Sultan of Turkey to enable them to continue.	12, 3
Marshal at Salt Lake City.	Dec. 26	Fate of Rufus Ruddy, an Englishman. Is unable to obtain information relative to.	12, 31
	1886.		
Memphis, judge of orphans' court of.	Jan. 3	Legacy left Hans Boller, a German, residing at Hamburg. Asks if Department will undertake to forward same.	1, 8
Mint of United States at Philadelphia.	Jan. 9	Japanese coin. Return same, with result of assay made at instance of Japanese minister, acknowledged 2d instant.	1, 11

2. *Recording.*—The press copies (above referred to) are divided into three classes—diplomatic, consular, and mis-

cellaneous—and delivered to the recording clerks, by whom they are carefully copied and compared. Each embassy and legation has its special book; the consular instructions are recorded in one series in chronological order, and the outgoing miscellaneous letters are recorded in a series called "Domestic Letters" (to distinguish them from "Miscellaneous Letters," by which incoming letters are designated).

3. *Archives.*—After dispatches and letters have been answered they are all returned to this Bureau and filed in three classes—diplomatic, consular, and miscellaneous—in pigeonholes, each embassy, legation, and consulate having its own pigeonhole. These are arranged in alphabetical order. As the pigeonholes become filled, the correspondence is arranged in volumes and substantially bound, each embassy, legation, and consulate having its own series. Miscellaneous letters are bound in a separate series in chronological order. These bound volumes are then placed in labeled cases in a systematic manner and form the bulk of the archives of this Department.

4. *Subject index.*—In addition to the folio index books, it is intended to have a much more complete system of reference to all the correspondence of the Department by means of cards, so as to form a complete subject index to the entire correspondence, in order that a reference can be readily made to all the papers bearing on any given subject.

(The following will give an illustration of the manner in which the correspondence of the Department upon any particular subject is collated by means of the card system of subject indexing. In practice each card represents a communication, and therefore each paragraph in the following illustration is intended to represent a card.)

May, J. J., Claim *v.* Spain growing out of seizure and sale of his vessel *Morning Star* by customs authorities at Cardenas for technical error in manifest. Encs. papers showing absence of fraudulent intent, and requests intervention of U. S. From May, J. J., Nov. 10, 1882.

Consul at Cardenas instructs him to investigate and reports facts. Enc. 10 inst., from J. J. May. To consul, No. 51, Nov. 15, 1885.

Consul at Cardenas reports result of investigation. The case one of great hardship. The seizure and sale were made on a technical error. From consul at Cardenas, No. 72, of Dec. 10, 1885.

Minister to Spain instructed to present the case and urge payment of indemnity. The condemnation and sale made on a technical violation of customs regulations. Enc. 10 Nov., '85, from J. J. May, and 10 Dec., '85, from consul at Cardenas to min. to Spain, No. 47, Dec. 28, 1885.

Minister to Spain reports action taken, and that Spain offers $20,000 in full settlement. Refers to Dept.'s 47, of Dec. 28, 1885. From minister to Spain, No. 92, Jan. 8, 1886.

Claimant informed that Spain offers $20,000 in settlement. Asks if this is satisfactory. Refers to his Nov. 10. To J. J. May, June 23, 1886.

Morning Star, claim of owner of, *v.* Spain. See May, J. J.

Spain, claims of U. S. citizens against. See May, J. J.

May, J. J., claim of, *v.* Spain, for seizure and sale of his vessel *Morning Star* by custom authorities at Cardenas. The condemnation and sale were made on a technical violation of customs regulations. Instructed to present the case and urge the payment of indemnity. Inc. 10, Nov., '85, from J. J. May, and 10, of Dec., 1885, from consul at Cardenas.

5. *Furnishing correspondence to the officers of the Department.*—This Bureau, by an examination of the folio and other index books, looks up and collects for the officers and bureaus of the Department all the dispatches, instructions, and letters needed for the consideration of the different subjects receiving daily attention, and to answer resolutions of the Senate and House of Representatives calling for correspondence.

BUREAU OF FOREIGN COMMERCE.

FREDERIC EMORY, *Chief of Bureau.*

FREDERIC EMORY, Chief of the Bureau of Foreign Commerce, Department of State, was born at Centerville, Queen Anne County, Md., September 18, 1853; son of Blanchard and Mary Bourke Emory; educated at St. John's College, Annapolis, Md.; was employed in newspaper work until March, 1893, when he was appointed Secretary of the Bureau of American Republics; in April, 1894, was appointed Chief of the Bureau of Statistics (now Bureau of Foreign Commerce) of the Department of State; was also Director of the Bureau of American Republics from February, 1898, to May, 1899.

The Bureau of Foreign Commerce, of the Department of State, is charged with the duty of compiling, editing, and distributing the reports of the diplomatic and consular officers stationed in the various countries of the world upon commercial and industrial subjects. It also prepares the drafts of instructions to such officers for the collection of information for the benefit of the public. The Bureau was formerly known as the Bureau of Statistics, but because of the confusion arising from the fact that there were bureaus in other Departments of the same designation, the name was changed by order of Secretary Sherman July 1, 1897. Although the publications of the Bureau relate primarily

FREDERIC EMORY.

to commerce and industries, they cover a wide field of miscellaneous information.

The reports are received in the usual way in the Department and referred by the proper official to the Bureau of Foreign Commerce. They are immediately examined, and such of them as are of current interest are promptly printed in the form of a daily publication. This periodical, known as Advance Sheets, had, prior to January 1, 1898, been issued irregularly as occasion required. On that date, in pursuance to an order from Secretary Sherman, the publication of the reports every day, except Sundays and legal holidays, was begun, in order that the newspaper press, organized trade bodies, and the business community of the United States might receive the benefit of the reports with the least possible delay. This improvement has been widely commended as of great practical importance, and as placing the United States system of consular reporting ahead of that of any other country in the world. In addition to the daily reports, the Bureau of Foreign Commerce issues every year two large volumes of annual reports of consular officers upon the trade and industrial activities of their districts. These reports are summarized in an introduction of several hundred pages, which is also printed separately under the heading, "Review of the World's Commerce."

The miscellaneous reports printed daily are collected at the end of every month and printed in the periodical monthly, Consular Reports, which was established in 1880. From time to time, at the suggestion of individuals or firms seeking information as to conditions in foreign countries, series of special reports are obtained from consular officers and printed in separate form. The quarterly returns of exports from consular districts to the United States are printed in another publication, known as Declared Exports which is issued at the end of every three months. There

are, therefore, five distinct classes of publications emanating from the Bureau of Foreign Commerce:

Daily Consular Reports.

Monthly Consular Reports.

Commercial Relations, being the annual reports.

Special Consular Reports.

Declared Exports.

Testimony as to the practical value of the consular reports is a matter of almost daily record in the leading trade newspapers of the world. The force of the Bureau of Foreign Commerce engaged in this work consists, all told, of eleven persons.

ROBERT B. MOSHER.

BUREAU OF APPOINTMENTS.

ROBERT BRENT MOSHER, *Chief of the Bureau.*

ROBERT BRENT MOSHER, Chief of the Bureau of Appointments, was born in Washington, D. C., December 6, 1856; was educated at Rock Hill College, Ellicott City, Md.; was engaged in various occupations until appointed a clerk of class 1 in the War Department, under civil-service rules, on probation, July 26, 1888; permanently appointed same class January 26, 1889; appointed clerk in Department of State at $1,000, on probation, under civil-service rules, July 19, 1890; permanent, class 1, January 19, 1891; class 3, November 4, 1895; class 4, January 6, 1896. Designated to act as appointment clerk January 23, 1897; appointed Chief of Bureau of Appointments July 7, 1898.

The duties of the Bureau of Appointments, as the name implies, relate principally to appointments, but it is also charged with the preparation of exequaturs and warrants of extradition.

Applications and recommendations for office when received are stamped and indorsed with the name of the applicant, the office sought, and the name of the writer. They are then indexed by card and filed with the applicant's other papers. When the President takes up the question of filling the office it is usual for the Chief of the Bureau, by direction of the Secretary or the Assistant Secretary, to prepare a digest of the papers of each applicant for that place, giving

a brief history of the applicant and a list of the persons who recommend him, arranged in the order of their importance. This is a tedious process, and it materially lightens the burdens of the President, the Secretary, and the Assistant Secretary in filling the office. The result of the examination of the brief is embodied in a memorandum of the President, which reads: "Appoint John Doe. W. McK."

Candidates selected for Consulates or Commercial Agencies compensated by salary or official fees to the amount of $1,000 or more and not exceeding $2,500, are before being appointed required to pass an examination under an Executive order issued September 20, 1895, and the report of the Board of Examiners is sent to the President with the nomination. In other cases the nomination is sent to the President for transmission to the Senate as soon as a selection has been made. The Senate having confirmed the nomination, a formal certificate to that effect is executed by the Secretary of the Senate and sent to the Executive Mansion, whence it is forwarded to the State Department, and the commission is made out and recorded as of the date of the confirmation. The appointee is then notified of his appointment and sent an oath of office for execution, and if he be required to furnish bond the proper forms and instructions are forwarded at the same time. Upon receipt of the oath and bond they are examined in the Bureau, and if found to be proper and sufficient the bond is approved and deposited with the Secretary of the Treasury, and the commission sent to the Consular Bureau. It then passes to the Diplomatic Bureau for transmission to our representative in the country in which the consulate is located, with instructions to ask for the Consul's official recognition.

Vice and deputy consuls and consular agents are appointed by the Secretary of State upon nomination by the respective consuls under whom they are to serve. There is no salary

provided for them as such, consular agents being allowed half the fees they collect and vice and deputy consuls receiving such pay for their services as may be allowed by the consul from his compensation.

The recognition of a foreign consular officer in his official capacity is called an exequatur, which is signed by the President when the commission of the officer is signed by the head of the state, and by the Secretary of State when the commission is issued by any other authority—such as a minister for foreign affairs, a minister, consul-general, or consul.

Warrants of extradition are of three kinds, viz: Arrest, surrender, and authority for bringing a criminal to the United States from a foreign country. Warrants of arrest are issued by the Secretary of State upon the request of the diplomatic representative of the country from which the criminal has fled; warrants of surrender are issued by the Secretary of State after the criminal has been arrested and tried before a commissioner in extradition; the third class of warrants consists of those issued by the President, as authority for the person selected by the State in which the crime was committed to take the fugitive in his custody and bring him back to the United States from the country in which he has taken refuge.

The preparation and publication of the Annual Register of the Department, and of lists of the diplomatic and consular officers, which are issued periodically during the year, is an important feature of the work of this Bureau.

The records of the office consist of application papers, copies of commissions, records of nominations and appointments which date from the beginning of the Government under the Constitution of 1789, oaths of office, records of pardons issued up to June 16, 1893, amnesty oaths, and extradition papers.

This Bureau is also charged with the custody of the Great Seal of the United States, impressions of which are affixed to treaties with foreign governments, Presidential proclamations, ceremonial letters, commissions, and full exequaturs. A special warrant of the President is required when affixed to any instrument excepting a commission or an exequatur.

BIOGRAPHIES OF THE SECRETARIES OF FOREIGN AFFAIRS.

The Department of Foreign Affairs was organized August 10, 1781, and the place of Secretary of Foreign Affairs was offered to Robert R. Livingston, of New York. He declined the position until he could familiarize himself with the character and scope of the powers of the new office. He seemed satisfied, for he accepted the office September 23 following.

Upon assuming the duties of the office he wrote to Count Vergennes that, "Congress having thought it expedient to dissolve a committee of their own body, by whom their foreign affairs had hitherto been conducted, and to submit the general direction of them (under their inspection) to a Secretary of Foreign Affairs, I do myself the honor to inform Your Excellency that they have been pleased to appoint me to that Department, and to direct me to correspond in that capacity with the Ministers of foreign powers."

He likewise communicated the fact of his assumption of the duties of the office to Franklin, John Adams, Dana, and Jay, our Ministers abroad.

Thus it will be perceived that Robert R. Livingston was the first Secretary of Foreign Affairs. He took the oath of office October 20, 1781, and resigned in June, 1783.

Elias Boudinot, of New Jersey, as President of Congress, became officially Secretary *ad interim* from the resignation of Mr. Livingston in June, 1783, till the dissolution of Congress.

Thomas Mifflin, of Pennsylvania, upon the organization of a new Congress, was elected to be its President November 3, 1783, and as such acted as *ad interim* Secretary till December 21, 1784.

John Jay, of New York, was chosen by Congress to be Secretary of Foreign Affairs May 7, 1784; qualified December 21, 1784, and served till March 4, 1789, under the Confederation. On the organization of the Government under the Constitution, he continued in charge of the Foreign Relations of the Nation at the request of President Washington till March 21, 1790, having meanwhile (September 26, 1789) been appointed as Chief Justice of the United States.

It will be noted that John Jay, who had been Secretary of Foreign Affairs, continued in charge of the Department of State under the Constitution for a period of eleven days by request of President Washington. This would seem to entitle him to be considered the first Secretary of State. Yet he was never regularly appointed to that position, and therefore it can hardly be claimed that he was in the full sense Secretary of State. The most that can be claimed, probably, is that by the direction of the President he filled an interregnum till Thomas Jefferson was duly appointed Secretary of State, which occurred September 26, 1789. In addition to the eleven days of the interregnum, Jay served from the appointment of Jefferson to March 22, 1790, when Jefferson entered upon the discharge of the duties of the office.

Brief biographies of the distinguished men who filled the office of Secretary of Foreign Affairs, it is thought, should be given in this connection as introductory to similar biographies of the Secretaries of State from Jefferson to Hay.

BIOGRAPHIES OF SECRETARIES OF FOREIGN AFFAIRS.

ROBERT R. LIVINGSTON was born in New York City November 27, 1746; was graduated from Kings (now Columbia) College in 1765; studied law and was admitted to the bar in 1773; for a short time was associated in partnership with John Jay, who had been his contemporary in college. In 1775 he was elected to the provincial assembly of New York from Dutchess County, and was sent by this body as a delegate to the Continental Congress, continuing in this capacity till 1777; was a member of the committee of five appointed to draft a declaration of independence, but was prevented from signing the Declaration when engrossed by reason of unavoidable absence. He was again a delegate in 1779–1781, and throughout the entire Revolution was most active in behalf of the cause of independence. In 1788 was chairman of the New York convention to consider the United States Constitution. As Chancellor of the State of New York he administered the oath of office to George Washington on his inauguration as first President of the United States. He held the office of Secretary of Foreign Affairs for the United States 1781–1783. He took the oath of office as Secretary of Foreign Affairs October 20, 1781, and resigned in June, 1783. He declined the portfolio of Secretary of the Navy, tendered by President Jefferson. In 1794 he declined the mission to France, but accepted that office in 1801. As Minister to France he began the negotiations tending toward a settlement of the French spoliation claims. Subsequent to his resignation, while in Paris, he met Robert Fulton, and together they successfully developed a plan of steam navigation. After his retirement from public service Livingston devoted considerable time and attention to the subject of agriculture. He died in Clermont, N. Y., February 26, 1813.

Elias Boudinot was born in Philadelphia May 2, 1740; after receiving a classical education, he studied law and practiced in New Jersey; in 1777 was appointed commissary-general of prisoners; same year was elected a Delegate to Congress from New Jersey, serving from 1778 till 1779, and again from 1781 till 1784; was chosen President of Congress November 4, 1782, and in that capacity signed the Treaty of Peace with England; resumed the practice of law, but after the adoption of the Constitution was elected to the First, Second, and Third Congresses, serving from March 4, 1789, till March 3, 1795; was appointed by Washington in 1795 to succeed Rittenhouse as Director of the Mint at Philadelphia, and held the office till July, 1805, when he resigned and passed the rest of his life at Burlington, N. J., devoted to the study of Biblical literature, and charitable works; was a trustee of Princeton College, endowed it with a cabinet of natural history valued at $3,000; assisted in founding the American Bible Society in 1816, and was its first president, and gave it $10,000. He was interested in attempts to educate the Indians; also in educating young men for the ministry; bequeathed his property to his only daughter, Mrs. Bradford, and to charitable uses; among his bequests were one of $200 to buy spectacles for the aged poor; another of 13,000 acres of land to the mayor and corporation of Philadelphia that the poor might be supplied with wood at low prices; and another of 3,000 acres to the Philadelphia Hospital, for the benefit of foreigners. Died in Burlington, N. J., October 24, 1821.

Thomas Mifflin was born in Philadelphia in 1744; was graduated from Philadelphia College in 1760; entered a counting house; traveled in Europe in 1765, and on his return engaged in commercial business; in 1772 and 1773 was a representative in the legislature, and in 1774 was one

of the Delegates sent to the Continental Congress. When the news came of the fight at Lexington he eloquently advocated resolute action in the town meetings, and when troops were enlisted he was active in organizing and drilling one of the first regiments and was made its major. This action severed his connection with the Quaker society in which he was born and reared. General Washington chose him as his first aid-de-camp, with the rank of colonel, soon after the establishment of his headquarters at Cambridge. While there he led a force against a British detachment. In July, 1775, he was made Quartermaster-General of the Army, and after the evacuation of Boston by the enemy, was commissioned as brigadier-general May 19, 1776; was assigned to the command of a part of the Pennsylvania troops when the army lay in camp before New York, and enjoyed the particular confidence of the Commander in Chief; his brigade was described as the best disciplined of any in the Army; in the retreat from Long Island he commanded the rear guard. In compliance with a special resolve of Congress Mifflin resumed the duties of Quartermaster-General. In November, 1776, he was sent to Philadelphia to represent to Congress the critical condition of the Army, and to excite the patriotism of the Pennsylvanians. After listening to him Congress appealed to the militia of Philadelphia and the nearest counties to join the Army in New Jersey, sent to all parts of the country for reenforcements and supplies, and ordered Mifflin to remain in Philadelphia for consultation and advice; he organized and trained the three regiments of associators of the city and neighborhood, and sent a body of 1,500 to Trenton; in January, 1777, accompanied by a committee of the legislature, he made the tour of the principal towns of Pennsylvania, and by his stirring oratory brought recruits to the ranks of the Army; he came up with reenforcements before the battle of

Princeton was fought. In recognition of his services Congress commissioned him major-general and made him a member of the Board of War. The cares of various offices so impaired General Mifflin's health that he offered his resignation, but Congress refused to accept it; offered his resignation again, but Congress again refused to accept it, and placed in his hands $1,000,000 to settle outstanding claims.

In January, 1780, he was appointed on a board to devise means for retrenching expenses. After the achievement of independence he was elected to Congress, was chosen its President November 3, 1783, and when Washington resigned his commission as General of the Army replied to him in eulogistic terms. He was a member of the legislature in 1785, and was elected speaker.

In 1787 he was a delegate to the convention that framed the Constitution of the United States and was one of its signers. He was elected a member of the supreme executive council of Pennsylvania in 1788, succeeded to its presidency, and filled that office till 1790. He presided over the convention that was called to devise a new constitution for Pennsylvania in that year, was elected the first governor, over Arthur St. Clair, and reelected for the two succeeding terms of three years. He raised Pennsylvania's quota of troops for the suppression of the whisky insurrection, and served during the campaign under the orders of Governor Henry Lee, of Virginia. Not being eligible under the constitution for a fourth term in the governor's chair, he was elected in 1799 to the assembly, and died during the legislative session. Governor Mifflin was a member of the American Philosophical Society from 1768 till his death, which occurred January 20, 1800, in Lancaster, Pa.

JOHN JAY was born in New York City, December 12, 1745; was of Huguenot descent; was graduated from Kings (now

Columbia) College, New York, in 1766; studied law with Benjamin Kissam, and was admitted to the bar in 1766; when news of the passage of the Boston port bill reached New York, May 16 of that year, at a meeting of citizens, Jay was appointed a member of a committee of fifty-one to correspond with the other colonies; was a member of the second Provincial Congress, which met in Philadelphia, May 10, 1775; was also a member of the secret committee appointed by the Congress, November 29 of that year, "to correspond with the friends of America in Great Britain, Ireland, and other parts of the world." While he was attending Congress in Philadelphia, Jay's presence was requested by the New York convention, which required his counsel; this convention met at White Plains, July 9, 1776, and on Jay's motion unanimously approved the Declaration of Independence. He drafted the State constitution adopted by the convention of New York, and was appointed chief justice of that State, holding his first term at Kingston in September, 1777. September 27, 1778, he was appointed minister to Spain, whence he sailed in October; while in Spain Jay was added by Congress to the Peace Commissioners, and the 23d of June, 1782, joined Franklin in Paris; after more than a year's negotiations, the definitive treaty was signed, September 3, 1783, and Jay returned to New York in July, 1784, having been elected by Congress Secretary of Foreign Affairs, which post he held till the formation of the Federal Government in 1789.

By an act of Congress approved September 15 of that year, the Department of Foreign Affairs became the Department of State, and by request of President Washington he continued at the head of the office till Jefferson's return from Paris, the latter having been appointed Secretary of State September 26, 1789. On the organization of the Federal Government Washington asked Jay to accept whatever place he might prefer, and he took the office of Chief

Justice of the Supreme Court. In 1794 he went as a special envoy to Great Britain, with which our relations were then strained, and the 19th of November concluded with Lord Grenville the convention known as "Jay's Treaty," the ratification of which, against an unexampled opposition, avoided a war with Great Britain; on his return he became governor of New York, which office he retained till 1801. He declined a return to the Chief Justiceship of the Supreme Court, to which he was reappointed by President Adams, and passed the remainder of his life on his estate in Westchester County, N. Y., where he died May 17, 1829.

THOMAS JEFFERSON.

BIOGRAPHIES AND PORTRAITS OF THE SECRETARIES OF STATE.

THOMAS JEFFERSON was born at Shadwell, Va., in 1743. His education was chiefly acquired from private tutors, although he passed two years at the College of William and Mary; adopted the law as his profession; was a member of the legislature of Virginia from 1769 to the commencement of the American Revolution; in 1775 was a Delegate in Congress. On May 15, 1776, the convention of Virginia instructed their Delegates to propose a Declaration of Independence. In June Mr. Lee accordingly made the motion and it was voted that a committee be appointed to prepare one. The committee was elected by ballot, and consisted of Thomas Jefferson, John Adams, Benjamin Franklin, Roger Sherman, and Robert R. Livingston. The Declaration was exclusively the work of Jefferson, to whom the right of drafting it belonged, as chairman of the committee, although alterations and amendments were made in it by Adams, Franklin, and other members of the committee and afterwards by Congress. Jefferson retired from Congress September, 1776, and took a seat in the legislature of his State in October. In 1779 was chosen Governor and held the office two years. Declined a foreign appointment in 1776 and again in 1781. Accepted the appointment as one of the commissioners for negotiating peace, but before he sailed news was received of the signing of the provisional

treaty, and he was excused from proceeding on the mission; returned to Congress. In 1774 wrote notes on the establishment of a money unit and of a coinage for the United States. In May of that year was appointed, with Adams and Franklin, a Minister Plenipotentiary to negotiate Treaties of Commerce with Foreign Nations. In 1785 was Minister to the French Court. In 1789 returned to America and received *from Washington the appointment of Secretary of State; was commissioned September 26, 1789, and entered upon his duties March 22, 1790; retired December 31, 1793.* In September, 1794, when an appointment was offered him by Washington, he replied, "No circumstance will evermore tempt me to engage in anything public." Notwithstanding this determination, he suffered himself to be a candidate for President and was chosen Vice-President in 1796. At the election in 1801, he and Aaron Burr having an equal number of electoral votes for President, the House of Representatives, after a severe struggle, finally determined in his favor; was reelected in 1805. At the end of his second term he retired from office. Died July 4, 1826, at 1 o'clock in the afternoon, just fifty years from the date of the Declaration of Independence. It is a most remarkable fact that on the same day John Adams, a signer with Jefferson of the Declaration, the second on the committee for drafting it, and Jefferson's immediate predecessor in the office of President, also died. Jefferson's publications were: Summary Views of the Rights of British America, 1774; Declaration of Independence, 1776; Notes on Virginia, 1781; Manual of Parliamentary Practice, for the use of the Senate; Life of Captain Lewis, 1814, and some papers of a philosophical character. His works, chiefly letters, were first published by his grandson, Thomas Jefferson Randolph, 1829, and a complete edition, by order of Congress, in nine volumes, in 1853.

EDMUND RANDOLPH.

EDMUND RANDOLPH was a native of Virginia; was an eminent lawyer, and a warm supporter of the Revolution; was a Delegate to the Continental Congress from Virginia from 1779 to 1783; in 1788 was a member of the Convention which framed the Constitution of the United States, but voted against its adoption; in 1788 was Governor of Virginia; in 1789 was Attorney-General of the United States; was *commissioned Secretary of State January 2, 1794*, but, engaging in an intrigue with the French Minister, lost the confidence of the Cabinet and resigned August 19, 1795. Died September 12, 1813.

TIMOTHY PICKERING was born in Salem, Mass., July 17, 1745; graduated at Harvard University in 1763, and after the usual course of professional studies was admitted to the practice of law; when the dissensions between the mother country and our own commenced, he became the champion and leader of the Whigs of the locality in which he lived; was a member of the Committee of Inspection and Correspondence, and bore the entire burden of writing the address which, in 1774, the inhabitants of Salem in full town meeting voted to Governor Gage on the occasion of the Boston port bill. That part of it disclaiming any wish on the part of the inhabitants of Salem to profit by the closing of the port of Boston is quoted by Dr. Ramsay in his history of the American Revolution. In April, 1775, on receiving intelligence of the Battle of Lexington, he marched with a regiment, of which he was at the time commander, to Charlestown, but had not an opportunity of engaging in battle. Before the close of the same year, when the provisional government was organizing, he was appointed one of the judges of the court of common pleas for Essex, his native county, and sole judge of the maritime court for the middle district, comprehending Boston, Salem,

and the other parts in Essex. These offices he held till he accepted an appointment in the Army.

In 1777 he was named Adjutant-General by Washington, and joined the Army, then at Middlebrook, N. J.; continued with the Commander in Chief till the American forces went into winter quarters at Valley Forge, having been present at the battles of Brandywine and Germantown. He then proceeded to discharge the duties of a member of the Continental Board of War, to which he had been elected by Congress. In this station he remained till he was appointed to succeed General Greene in the office of Quartermaster-General, which he retained during the residue of the war, and in which he contributed much to the surrender of Cornwallis at Yorktown. From 1790 to 1794 he was charged by President Washington with several negotiations with the Indian nations on our frontiers. In 1791 he was made Postmaster-General; in 1794 removed from that station to the Secretaryship of War, on the resignation of General Knox. *August 20, 1795, was appointed Secretary of State ad interim, vice Edmund Randolph; was commissioned Secretary of State December 10, 1795; was removed from this office by President Adams May 12, 1800.* At the end of the year 1801 returned to Massachusetts. The legislature of that State elected him, in 1803, United States Senator for the residue of the term of Dwight Foster, who had resigned, and in 1805 reelected him for the term of six years. After the expiration of his term as Senator, 1711, he was chosen by the legislature a member of the executive council. During the war of 1812 he was appointed a member of the Board of War for the defense of the State. In 1814 he was returned to Congress and held his seat till March, 1817, when he finally retired to private life. Died January 29, 1829. In 1867 his biography was published by his son Octavius.

TIMOTHY PICKERING.

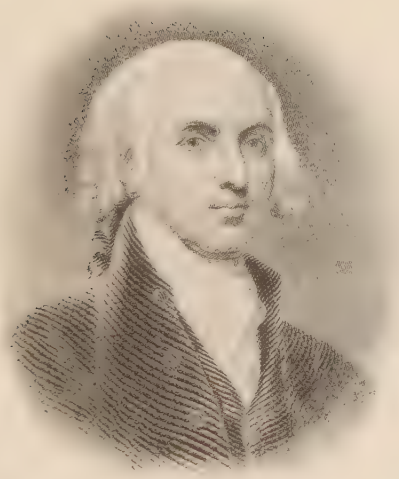
JOHN MARSHALL.

CHARLES LEE, of Virginia, Attorney-General, was appointed Secretary of State *ad interim* May 13, 1800.

JOHN MARSHALL was born in Fauquier County, Va., September 24, 1755, and was the oldest of fifteen children; had some classical education in his youth, but his opportunities for learning were limited, and he never entered college, his father, Thomas Marshall, being a poor man, but possessed of superior talents. At the commencement of the Revolutionary war he espoused the cause of liberty with ardor; in 1776 was appointed lieutenant, and in 1777 promoted to the rank of captain; in 1780 was admitted to the bar; in 1781 resigned his commission and entered upon the practice of his profession, soon rising to distinction; was a member of the Virginia Convention to ratify the Constitution of the United States, and as such produced a deep impression by his logic and eloquence; also entered the legislature of Virginia, where he was a leader. President Washington invited him to become Attorney-General, and tendered him the mission to France after Mr. Monroe's return, both of which honors he declined. President Adams appointed him an Envoy to France, with Pickering and Gerry, but they were not accredited, and he returned to the United States in 1798; was Representative in Congress in 1799; in 1800 was appointed Secretary of War, which office he declined; *was appointed Secretary of State May 13, 1800, and retired March 4, 1801;* January 31, 1801, upon the nomination of President Adams, was confirmed as Chief Justice of the Supreme Court of the United States. He wrote a life of George Washington and a History of the American Colonies. Died in Philadelphia July 6, 1836. As a judge he was most illustrious, and for his public service was ranked by many with Washington. He was the object of universal affection, respect, and confidence, and in every particular one of the greatest and best of men.

LEVI LINCOLN, of Massachusetts (Attorney-General), entered upon duties as Secretary of State *ad interim* March 4, 1801; retired May 1, 1801.

JAMES MADISON was born on the banks of the Rappahannock River, Virginia, March 16, 1751; after due preparation entered Princeton College in 1769 and graduated in 1771, going through the junior and senior studies in one year; remained at the college until 1772, for the purpose of studying Hebrew; in 1776 was sent to the general assembly; in 1778 was a member of the Executive Council; from 1779 to 1785 was a member of the Continental Congress, and was again elected in 1786; was a member of the "Convention at Philadelphia" which framed the Federal Constitution, and signed that instrument; was a Representative in Congress from Virginia, under the Constitution, from 1789 to 1797; was one of those who voted for locating the seat of government on the Potomac; in 1798 went again into the assembly; in 1800 was an elector for President; *was appointed Secretary of State March 5, 1801, and entered upon his duties May 2, 1801; retired March 3, 1809*, when he was elected President of the United States, and served two entire terms; after leaving the Executive chair he retired to private life on his estate, known as Montpelier; was subsequently a visitor and rector of the University of Virginia; in 1829 was a member of the State Convention, which was the last public position he held. He was one of the contributors to the Federalist, and his collected State papers and miscellaneous writings have been published in several volumes. His Report of the Debates in the Federal Convention of 1787 has been accepted as a political text-book of great value. Died at Montpelier, Orange County, Va., June 28, 1836. A work on his life and times was published by William C. Rives in 1861.



JAMES MADISON.

ROBERT SMITH.

JAMES MONROE.

ROBERT SMITH was born in Lancaster, Pa., November, 1757; was graduated from Princeton in 1781, and was present at the battle of Brandywine as a volunteer; studied law and practiced in Baltimore; was Presidential elector in 1789; was elected a State senator in 1793; from 1796 till 1800 served as a member of the house of delegates, and from 1798 till 1801 sat in the first branch of the city council of Baltimore; was Secretary of the Navy from January 26, 1802, till 1805; United States Attorney-General from March till December, 1805; *Secretary of State from March 6, 1809, till April 1, 1811;* was appointed chancellor of Maryland, and chief judge of the district of Baltimore, but declined; was offered the embassy to Russia, which he declined; was president of an auxiliary of the American Bible Society in 1813; was president of the Maryland Agricultural Society in 1818; in 1813 succeeded Archbishop John Carroll as provost of the University of Maryland. Died in Baltimore November 26, 1842.

JAMES MONROE was born April 28, 1758, in Westmoreland County, Va.; was educated at William and Mary College; in 1776 joined the Army in the Revolutionary war, and continued with it till 1778, displaying great bravery; then retired and engaged in the study of law; in 1780 held the position of military commissioner for Virginia, and in that capacity visited the Southern army; in 1782 was a member of the Virginia assembly, and in 1783 was a Delegate to Congress; in 1788 was a member of the convention in Virginia to deliberate on the proposed Constitution for the United States; in 1790 was elected a Senator of the United States from Virginia; in 1794 received the appointment of minister plenipotentiary to France, and was recalled in 1797; in 1799 was elected governor of Virginia; in 1802 was sent on a special mission to France, which re-

sulted in the purchase of Louisiana; in 1803 was appointed minister to England; in 1805 was associated with Charles Pinckney to negotiate with Spain; during his residence in England he and Mr. William Pinkney negotiated a commercial treaty with Great Britain, but it was never submitted to the Senate by President Jefferson; returned to America in 1808; in 1811 was governor of Virginia, and *April 2, 1811, entered upon his duties as Secretary of State;* while Secretary of War was *ad interim* Secretary of State, September 30, 1814; *was again commissioned Secretary of State February 28, 1815; retired March 3, 1817;* during a part of the time in 1814 and 1815 he also performed the duties of Secretary of War; was again elected President in 1821; died July 4, 1831.

JOHN QUINCY ADAMS was born in Braintree (now Quincy), Mass., May 11, 1767. When 10 years of age accompanied his father to France, and when 15 was private secretary to the American minister in Russia; graduated at Harvard University in 1787; studied law in Newburyport, and settled in Boston. From 1794 to 1801 was American minister to Holland, England, Sweden, and Prussia; was a Senator in Congress from 1803 to 1808; professor of rhetoric in Harvard University, with limited duties, from 1806 to 1808. In 1809 was appointed minister to Russia; assisted in negotiating the treaty of Ghent, in 1814; assisted also as minister at the convention of commerce with Great Britain, in 1815; *was commissioned Secretary of State March 5, 1817, and entered upon his duties September 22, 1817; retired March 4, 1825;* was chosen President of the United States in 1825, serving one term. In 1831 was elected a Representative in Congress and continued in that position till his death, which occurred in the Speaker's room two days after falling from

JOHN QUINCY ADAMS

HENRY CLAY.

his seat in the House of Representatives, February 23, 1848. His last words were, "This is the end of earth; I am content." He was chairman of several of the most important committees, and always a working member of the House. He published Letters on Silesia, Lectures on Rhetoric and Oratory, and various Poems, besides many occasional letters and speeches. His unpublished writings, it is said, would make many volumes. An elaborate history of his life was published in 1875, edited by his son, Charles Francis Adams.

JOHN GRAHAM, Chief Clerk, was appointed *ad interim* Secretary March 4, 1817; retired March 10, 1817.

RICHARD RUSH, of Pennsylvania (Attorney-General), entered upon the duties as Secretary of State *ad interim* March 10, 1817, and retired September 22, 1817.

DANIEL BRENT, Chief Clerk, *ad interim*, March 4, 1825; retired March 7, 1825.

HENRY CLAY was born in Hanover County, Va., April 12, 1777; received a common school education; became at an early age a copyist in the office of the clerk of the court of chancery, at Richmond; at the age of 19 commenced the study of law; shortly afterwards removed to Lexington, Ky., where he was admitted to the bar in 1799, and soon attained extensive practice; began his political career by taking an active part in the election of delegates to frame a new constitution for the State of Kentucky; in 1803 was elected to the legislature; in 1806 was appointed to the United States Senate for the remainder of the term of General Adair, who had resigned; in 1807 was again elected a member of the general assembly of Kentucky, and was chosen speaker; in the following year fought a duel with Humphrey Marshall;

in 1809 was elected to the United States Senate for the unexpired term of Mr. Thurston, resigned; in 1811 was elected a member of the House of Representatives; was chosen Speaker on the first day of his appearance in that body, and was five times reelected to this office; during this session his eloquence aroused the country to resist the aggressions of Great Britain, and awakened a national spirit; in 1814 was appointed one of the Commissioners to negotiate a Treaty of Peace at Ghent; returning from this mission was reelected to Congress, and in 1818 spoke in favor of recognizing the independence of the South American Republic; in the same year put forth his strength in behalf of the national system of internal improvements; a monument of stone inscribed with his name was erected on the Cumberland Road to commemorate his services in behalf of that improvement; in the session of 1819–20 he exerted himself for the establishment of protection of American industry; this was followed by services in adjusting the Missouri Compromise; after the settlement of these questions he withdrew from Congress in order to attend to his private affairs; in 1823 returned to Congress and was reelected Speaker, and at this session exerted himself in support of the independence of Greece; *was appointed Secretary of State by President John Quincy Adams and entered upon his duties March 7, 1825; retired March 3, 1829.* The attack upon Mr. Adams's Administration, and especially upon the Secretary of State, by John Randolph, led to the hostile meeting between him and Mr. Clay, which terminated without bloodshed; in 1829 returned to Kentucky, and in 1831 was elected to the United States Senate, where he commenced his labors in favor of the tariff; in the same month of his reappearance in the Senate was unanimously nominated for President of the United States; in 1836 was reelected to the Senate, where he remained until 1842, when he resigned and took his final

MARTIN VAN BUREN.

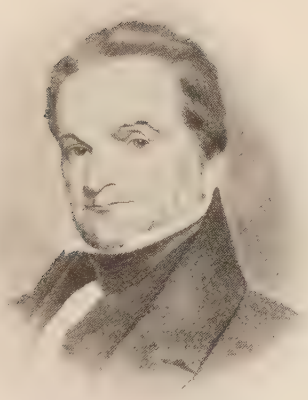
leave as he supposed of that body; in 1839 was again nominated for the Presidency, but General Harrison was elected; also received the nomination in 1844 for President, and was defeated in his election by Mr. Polk; remained in retirement in Kentucky until 1849, when he was again elected to the Senate of the United States for the term ending in 1855; here he devoted all his energies to the measures known as the Compromise acts; his efforts during this session impaired his strength, and he went, for his health, to Havana and New Orleans, but with no permanent advantage; returned to Washington, but was unable to participate in the active duties of the Senate, and resigned his seat, to take effect on the 6th of September, 1852; died in Washington City June 29, 1852. His "Life and Letters" and also his "Speeches" were published in several volumes by the late Calvin Colton.

James Alexander Hamilton was born in New York City April 14, 1788; was graduated from Columbia in 1805; served in the war of 1812–1815 as brigade-major and inspector in the New York State Militia, and afterwards practiced law; *was appointed Secretary of State, ad interim, by President Jackson, and entered upon his duties as such March 4, 1829; retired from the office March 27, 1829;* April 3 he was nominated United States District Attorney for the southern district of New York; the degree of LL. D. was conferred upon him by Hamilton College; he published Reminiscences of Hamilton, or Men and Events, At Home and Abroad, During Three-Quarters of a Century, in 1869. Died in Irvington, N. Y., September 24, 1878.

Martin Van Buren was born in Kinderhook, N. Y., December 5, 1782; rose to eminence in his State both as a lawyer and as a Democratic politician; was noted as an adroit party manager, and was styled in his time as the

"Little Magician;" he was a State senator, United States Senator, 1821–1828; governor, 1828–1829, and was *appointed Secretary of State March 6, 1829, and entered upon his duties March 28, 1829; retired May 23, 1831.* President Jackson, in 1831, appointed him United States Minister to England, but the Senate refused to confirm the nomination; was elected with Jackson for the latter's second term, serving as Vice-President, 1833–1837, and was the chosen heir to the succession, being elected by 170 votes over the Whig candidate, Harrison, in 1836; among the features of public interest in the Administration were the disastrous panic in 1837, the independent Treasury system, and the preemption law; in 1840 he was pitted against his former antagonist, but was defeated, receiving only 60 electoral votes; in 1844 Ex-President Van Buren had a majority, but not two-thirds majority of votes in the Democratic National Convention; he opposed the annexation of Texas, and was discarded for Polk; in 1848 he was the Free Soil candidate, and diverted enough Democratic votes to defeat Cass and elect Taylor. Died, July 24, 1862.

Edward Livingston was born at Claremont, Livingston Manor, New York, 1764; graduated from Princeton College in 1781; studied law and was admitted to the bar in 1785; pursued his profession until 1795, when he was elected a Representative to Congress from New York City, serving until 1802; was then appointed United States attorney for the district of New York, and was also mayor of the city; removed to New Orleans in 1804, and became eminent there as a lawyer; during the invasion of Louisiana by the British acted as an aid to General Jackson; was employed in negotiations for the exchange of prisoners after the war; was elected a Representative in Congress from Louisiana from 1823 to 1829; was a Senator of the United States from 1829



EDWARD LIVINGSTON

LOUIS McLANE.

JOHN FORSYTH.

to 1831; was *appointed by President Jackson Secretary of State, and entered upon his duties May 24, 1831; retired May 29, 1833;* in 1833 was made Minister to France; his Penal Code is considered a monument of his profound learning. Died at Rhinebeck, N. Y., May 23, 1836.

LOUIS MCLANE was born in Smyrna, Kent County, Del., May 28, 1784; when 12 years of age was appointed a midshipman in the Navy, on leaving which, in 1801, he studied law, and was admitted to the bar in 1807; in 1812 was a volunteer in a company commanded by Cæsar H. Rodney and marched to the relief of Baltimore when threatened by the British; was a Representative in Congress from Delaware from 1817 to 1827, a Senator in Congress from 1827 to 1829; in the latter year was appointed by President Jackson minister to England, where he remained two years; in 1831 received the appointment of Secretary of the Treasury; *was appointed Secretary of State by President Jackson and entered upon his duties May 29, 1833; retired June 30, 1834;* in 1837 was chosen president of the Baltimore and Ohio Railroad Company, removing to Maryland; discharged the duties of that office till 1847; during the Administration of President Polk accepted the mission to England while the Oregon negotiations were pending, after which he returned to Maryland, and in 1850 represented Cecil County in the State constitutional convention; held a high rank as a statesman. Died in Baltimore, Md., in 1857.

JOHN FORSYTH was born in Fredericksburg, Va., October 2, 1780; graduated from Princeton College in 1799; removed with his father to Charleston, S. C., and afterwards to Augusta, Ga.; studied law, and from 1802 to 1808 distinguished himself at the Georgia bar; in 1808 was attorney-general of the State; was a Representative in Congress from Georgia from 1813 to 1818 and from 1823 to 1827; was

United States Senator during the years 1818 and 1819 and from 1829 to 1837, serving as chairman of the Committee on Commerce; was governor of Georgia in 1827, 1828, and 1829; was minister to Spain from 1819 to 1822; *was appointed Secretary of State June 27, 1834, and entered upon his duties July 1, 1834; retired March 3, 1841, having been continued as Secretary by President Van Buren till the end of his Administration.* His superior abilities were universally acknowledged, and the dignity and elegance of his manners added much to his popularity. Died in Washington City, of bilious fever, October 21, 1841.

J. L. MARTIN, of North Carolina (Chief Clerk), entered upon duties as Secretary of State *ad interim*, March 3, 1841; retired March 4, 1841.

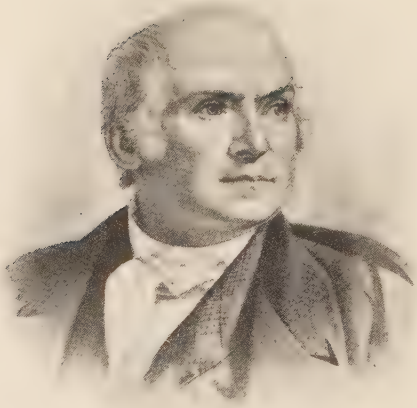
DANIEL WEBSTER was born in the town of Salisbury, N. H., January 18, 1782; his opportunities for education were very limited, and he was indebted to his mother for his earliest instruction; for a few months only, in 1796, enjoyed the advantages of Phillips Exeter Academy; here his preparation for college began, and it was completed at Barcawen; entered Dartmouth College in 1797, and graduated in 1801; soon after graduating engaged in professional studies, first in his native village and afterwards at Fryebury, in Maine, where at the same time he had charge of the academy, and was also a copyist in the office of the register of deeds. Having completed his legal studies, was admitted to the bar of Suffolk, Mass., in the year 1805; commenced the practice of law in his native State and county; in 1807 removed to Portsmouth, N. H., and soon became engaged in a respectable but not lucrative practice; in 1812 was chosen a Representative in Congress from New Hampshire and was reelected; removed to Boston in 1816,

DANIEL WEBSTER.

and was at once placed beside the leaders of the Massachusetts bar; by his argument in the Dartmouth College case, carried by appeal to Washington in 1817, he took rank among the most distinguished lawyers in the country; in 1820 was chosen a member of the convention for revising the constitution of Massachusetts; was offered about this time nomination as Senator of the United States, but declined it; in 1822 was elected a Representative in Congress from the city of Boston; took his seat in December, 1823, and early in the session made his celebrated speech on the Greek Revolution which at once established his reputation as one of the first statesmen of the age; was reelected in 1826, and under the Presidency of John Quincy Adams was the leader of the friends of the Administration, first in the House of Representatives and afterwards in the Senate, to which he was elected in 1827. His speech on the Panama mission was made in the first session of the Nineteenth Congress. When the tariff law of 1824 was brought forward he spoke against it on the ground of expediency; remained in the Senate for a period of twelve years. In 1830 made what is generally regarded the ablest of his parliamentary efforts, his second speech in reply to Robert Y. Hayne, of South Carolina. Mr. Webster, although opposed to the Administration of General Jackson, gave it a cordial support in its measures for the defense of the Union in 1832 and 1833, but opposed its financial system. In 1839 he made a short visit to Europe. His fame had preceded him and he was received with the attention due to his character and talents at the French and English courts. *President Harrison appointed him Secretary of State and he entered upon his duties March 5, 1841; retired May 8, 1843, having been continued as Secretary by President Tyler.* President Tyler's Cabinet was broken up in 1841, but Mr. Webster remained as his Secretary of State; was returned to the Senate of the United

States in 1845; remained in that body until 1850, *when he was appointed by President Fillmore Secretary of State, and entered upon his duties July 22, 1850; died while in office October 24, 1852.* In December, 1850, the famous Hulsemann letter was written. In 1851, by his judicious management of the Cuban question, he obtained from the Spanish Government the pardon of the followers of Lopez, who had been deported from Spain; about the same time received from the English Government an apology for the interference of a British cruiser with an American steamer in the waters of Nicaragua; this was the second time that the British Government had made a similar concession at the instance of Mr. Webster, the first was in reference to the destruction of the *Caroline* at Schlosser; and it is understood that it was on the strength of a private letter that he addressed to Lord Palmerston that John F. Crampton was made Minister Plenipotentiary to Washington. When not engaged in public business at Washington, he was either at Marshfield, Mass., or the place of his birth in New Hampshire, where he paid much attention to agriculture and his residence. The works of Mr. Webster were published in six volumes, with biographical memoir by Edward Everett. In 1857 two volumes of his private correspondence were published by his son, Fletcher Webster, subsequently killed in battle during the Rebellion, in 1862. A complete life of this statesman, in two volumes, was published by George T. Curtis.

Hugh S. Legaré was born in Charleston, S. C., January 2, 1789; graduated from college in that State 1814, and after having studied law went to Europe, where he remained until 1820, occupied with the pursuits of literature; on his return to Charleston devoted himself to the practice of his profession and to agricultural pursuits; in 1830 was appointed



ABEL P. UPSHUR.

attorney-general of the State, and was the principal editor of the Southern Review; in 1832 was chargé d'affaires at Brussels, Belgium; from 1837 to 1839 was a Representative of South Carolina in Congress; in 1841 was appointed by President Tyler Attorney-General of the United States; was appointed Secretary of State *ad interim* and entered upon his duties May 9, 1843; died suddenly at Boston June 20, 1843, while accompanying the President in his journey to attend the Bunker Hill celebration. His fine taste as a writer, his eminent acquirements as a scholar, and his learning and eloquence as a lawyer were known and appreciated throughout the Union. His writings were collected and published in 1846.

William S. Derrick, of Pennsylvania (Chief Clerk), entered upon duties as Secretary of State *ad interim* June 21, 1843; retired June 24, 1843.

Abel P. Upshur was born in Northampton County, Va., June 17, 1790; graduated from Nassau Hall in 1807; studied law and was admitted to the bar; located in Richmond, where he practiced his profession from 1810 to 1824; in 1826 was chosen judge of the general court of the State; was a member of the State constitutional convention in 1829; was again chosen judge, serving many years; in 1841 went into the Cabinet of President Tyler as Secretary of the Navy; *while Secretary of the Navy was appointed Secretary of State ad interim, entering upon his duties as such June 24, 1843, and was commissioned Secretary of State July 24, 1843; on the 28th of February, 1844, was killed by the explosion of a gun on board the war steamer Princeton.*

John Nelson, Attorney-General, was born in Frederick, Md., June 1, 1791. He was the son of Roger Nelson, who

was a brigadier-general in the Revolutionary Army, and was left for dead on the field of Camden, but recovered and afterwards became a member of Congress and district judge of Maryland. John Nelson was sent to William and Mary College, where he was graduated in 1811. He took up the study of law, and two years later was admitted to the bar and began practice. Very little is recorded of his after life, except that he was a Democrat in politics; was a member of Congress two years, from 1821; was appointed United States minister to the court of Naples in 1831 by President Jackson, of whom he was an enthusiastic supporter; was appointed Attorney-General of the United States by President Tyler January 2, 1844, succeeding Hugh S. Legaré, who died in office; *was appointed by President Tyler Secretary of State ad interim and entered upon his duties February 29, 1844; retired March 31, 1844.* Died in Baltimore, Md., January 28, 1860.

JOHN C. CALHOUN was born in Abbeville district, South Carolina, March 18, 1782, of an Irish family; at the age of 13 years was put under the charge of his brother-in-law, Dr. Waddell, in Columbia County, Ga.; entered Yale College in 1802 and graduated with distinction; studied law at Litchfield, Conn., and in 1807 was admitted to the bar of South Carolina; the next year entered the legislature of that State, where he served for two sessions with ability and distinction; in 1811 was elected to Congress; became Secretary of War under President Monroe, and conducted the affairs of that Department with energy and ability for seven years; in 1824 was elected Vice-President; in 1831, upon General Hayne's leaving the Senate to become governor of South Carolina, Mr. Calhoun resigned the Vice-Presidency and was elected by the legislature of South Carolina a member of the United States Senate; after the expiration of his

JOHN C. CALHOUN.

JAMES BUCHANAN.

Senatorial term went voluntarily into retirement; *was commissioned Secretary of State March 6, 1844, and entered upon the duties of the office April 1, 1844; retired March 10, 1845.* In 1845 was again elected Senator, which office he held till his decease. From 1811, when he entered Congress, till his death, he was rarely absent from Washington, and during the greater part of that period was in the public service of his State and country. He entered Congress at a time of unusual excitement preceding the declaration of war of 1812, and exercised great influence in favor of that measure. In the difficulties and embarrassments upon the termination of war and the transition to a peace establishment he took a responsible part.

As a presiding officer of the Senate he was punctual, methodical, and accurate, and had a high regard for the dignity of the body, which he endeavored to preserve and maintain. His connection with nullification, his views on the tariff, his opinion in regard to slavery and the many and exciting questions arising from it, are well known. He shaped the course and molded the opinions of the people of his own State, and of some other Southern States, upon all these subjects. Amid all the strifes of party politics, there always existed between him and his political opponents a great degree of personal kindness. He died in Washington D. C., March 31, 1850. His collected writings and speeches were published in six volumes, in 1854 to 1857, accompanied with a biography.

JAMES BUCHANAN was born in Franklin County, Pa., April 23, 1791; after a regular course of classical education studied and practiced law in Lancaster, Pa.; in 1814 was elected to the State legislature, and was reelected the next year; in 1821 entered Congress as a Representative from the Lancaster district, and continued to be returned till

1831, when he declined a reelection; in 1832 was appointed by President Jackson minister to Russia; on his return from that mission, in 1834, was elected by the legislature to the Senate of the United States to fill the unexpired term of William Wilkins, who had resigned; was reelected in 1837 and in 1843; in 1845 resigned his seat in the Senate, and *was commissioned Secretary of State March 6, 1845, and entered upon his duties March 11, 1845; retired March 7, 1849;* at the close of the eventful administration of President Polk he retired to private life at his residence, "Wheatland," near Lancaster; was again summoned to the public service in 1853, when he accepted from President Pierce the place of minister of the United States to the Court of St. James; resigned this office and returned home in 1856; in the summer of that year received the Democratic nomination for President of the United States; was elected and served till the commencement of the rebellion in 1861; in 1865 he published a book giving a history of the close of his Administration. Died at Wheatland, Pa., June 1, 1868.

JOHN M. CLAYTON was born in Sussex County, Del., July 24, 1796; graduated at Yale College in 1815; was bred to the bar, having studied law in the office of John Clayton, and for a time in the law school in Litchfield, Conn.; commenced practice in 1818, and soon attained immense popularity in his profession; in 1824 was elected to the State legislature, and subsequently secretary of state of Delaware; in 1829 was chosen United States Senator; reelected 1835; resigned in December, 1836; in January, 1837, was appointed chief justice of Delaware, which office he resigned in 1839; was again elected to the United States Senate in 1845; *resigned and was commissioned Secretary of State by President Taylor March 7, 1849, and entered upon his*

JOHN M. CLAYTON.

duties the same date; retired July 22, 1850, upon the death of Taylor, in July, 1850; during this period he negotiated the famous Clayton-Bulwer treaty; was for the third time elected to the Senate; took his seat March, 1851; died a Senator November 9, 1856. During his last term in the Senate he vindicated with marked ability the principles of the treaty which he inaugurated. At the bar he was a learned lawyer and eloquent advocate, and during his whole career acquitted himself uprightly, with dignity, and with recognized ability.

DANIEL WEBSTER, of Massachusetts, entered upon duties July 22, 1850; died October 24, 1852. This was Mr. Webster's second appointment. (See biography, p. 108).

CHARLES M. CONRAD was born in Winchester, Va., about 1804. He went with his father to Mississippi and thence to Louisiana while an infant; received a liberal education; studied law and was admitted to the bar in 1828, and practiced in New Orleans; served several years in the State legislature; was elected to the United States Senate as a Whig in the place of Alexander Mouton, who had resigned, and served from April 14, 1842, till March 3, 1843; in 1844 he was a member of the State constitutional convention; was elected to Congress in 1848 and served till August, 1850, when he was appointed Secretary of War by President Fillmore; *was commissioned Secretary of State ad interim September 2, 1852, entered upon his duties same date, and retired November 6, 1852;* was one of the leaders of the secession movement in Louisiana in December, 1860, a deputy from Louisiana in Montgomery provisional Congress of 1861, a member of the First and Second Confederate Congresses in 1862–1864, and also served as a brigadier-general in the Confederate Army. Died in New Orleans, La., February 11, 1878.

EDWARD EVERETT was born in Dorchester, Mass., April, 1794; received his early education in Boston, and entered Harvard College when little more than 13 years old, leaving it with honors; four years later, undecided as to a pursuit for life, turned his attention for two years to the profession of divinity; in 1814 was invited to accept the new professorship of Greek literature at Cambridge, Mass., with permission to visit Europe; accepted the office, and before entering upon its duties embarked at Boston for Liverpool; passed more than two years at the famous University of Gottingen engaged in the study of the German language and the branches of learning connected with his department; passed the winter of 1817 and 1818 in Paris; the next spring again visited London and passed a few weeks at Cambridge and Oxford; in the autumn of 1818 returned to the Continent and divided the winter between Florence, Rome, and Naples; in the spring of 1819 made a short tour in Greece; came home in 1819 and entered at once upon the duties of his professorship; soon after his return he became the editor of the North American Review, a journal which, though supported by writers of great ability, had acquired only a limited circulation; under its new editor the demand increased so rapidly that a second and sometimes a third edition of its numbers was required; in 1824 delivered the annual oration before the Phi-Beta-Kappa Society at Cambridge, Mass.; this was the first of a series of orations and addresses delivered by him on public occasions of almost every kind during a quarter of a century, and afterwards collected in several volumes; up to 1824 he had taken no active interest in politics, but the constituency of Middlesex, Mass., without any solicitation on his part, elected him to Congress for five consecutive terms. In 1835 retired from Congress, and was for four successive years

EDWARD EVERETT

chosen governor of Massachusetts. In 1841 was appointed to represent the United States at the Court of St. James. His scholarship was recognized by the bestowal of the degree of D. C. L., by the universities of Oxford and Cambridge; returned to America in 1845, and was chosen president of Harvard College, which office he resigned in 1849; on the death of Mr. Webster, *was appointed Secretary of State by President Fillmore, and entered upon his duties November 6, 1852, same day he was commissioned; retired March 3, 1853, and took a seat in the United States Senate;* this position he also resigned, after which time, although leading the quiet life of a scholar, he greatly added to his reputation by delivering orations on the life of Washington and other topics, all being for charitable purposes; was the intimate friend of Daniel Webster, and wrote the life of that distinguished man, whose collected writings he edited. In 1860 was nominated by the Union party as their candidate for the office of Vice-President of the United States, but was defeated. His last public position was that of Presidential elector, in 1864. Died in Boston, January 15, 1865.

William Hunter was born in Newport, R. I., November 8, 1805; entered the United States Military Academy, but left in two years on account of trouble with his eyes; studied law and practiced in New Orleans, La., and Providence, R. I., till 1829, when he accepted a clerkship in the Department of State of the United States; while Chief Clerk of the Department he was appointed *ad interim Secretary, and entered upon his duties March 3, 1853; retired March 6, 1853; was a second time appointed Secretary ad interim, and entered upon his duties December 13, 1860, and retired December 16.* Was appointed Second Assistant Secretary of State July 27, 1866. Died in Washington, D. C., July 22, 1886.

William Larned Marcy was born in Sturbridge, Worcester County, Mass., in 1786; graduated from Brown University in 1808; taught school for a while in Newport, R. I.; studied law, and commenced practice in Fray, New York; was appointed recorder of that city in 1816; made comptroller in 1823, and removed to Albany; in 1829 was appointed judge of the supreme court of the State; was elected to the United States Senate in 1831; resigned in 1833, having served as chairman of the Judiciary Committee; was elected governor of New York in 1832, and reelected in 1834 and 1836; was Secretary of War under President Polk from 1845 to 1849; *was appointed Secretary of State by President Pierce and entered upon his duties March 7, 1853; retired March 6, 1857;* was a hard-working, careful, plain man, and a good scholar; as a statesman and diplomatist he had a reputation of displaying both judgment and skill, but his crowning virtue was his incorruptible integrity. Died at Ballston Spa, N. Y., July 4, 1857.

Lewis Cass was born in Exeter, N. H., October 9, 1782; received a limited education in his native place; at the early age of 17 he crossed the Allegheny Mountains on foot, to seek a home in the "Great West," then an almost unexplored wilderness, and settled at Marietta, Ohio; studied law, was admitted to the bar, and was successful in practice; was elected at 25 to the legislature of Ohio; originated the bill which arrested the proceedings of Aaron Burr, and, as stated by Mr. Jefferson, was the first blow given to what is known as "Burr's conspiracy;" in 1807 was appointed by President Jefferson marshal of the State, and held the office until the latter part of 1811, when he volunteered to repel Indian aggressions on the frontier; was elected colonel of the Third Regiment of Ohio Volunteers, and entered the military service of the United States at the commencement of

WILLIAM L. MARCY

LEWIS CASS

the war of 1812; having by a difficult march reached Detroit, he urged the immediate invasion of Canada, and was the author of the proclamation of that event; was the first to land in arms on the enemy's shore, and a small detachment of troops fought and won the first battle, that of the Tarontoe; when Detroit was surrendered he was absent on important service, and regretted that his command and himself had been included in the capitulation; he was liberated on parole, and at once repaired to the seat of Government to report the causes of the disaster and the failure of the campaign; was immediately appointed a colonel in the Regular Army, and soon after promoted to the rank of brigadier-general, having in the meantime been elected major-general of the Ohio volunteers; on being exchanged and released from parole, he again repaired to the frontier, and joined the Army for the recovery of Michigan; being at that time without a command, he served and distinguished himself as a volunteer aid-de-camp to General Harrison at the battle of the Thames; was appointed by President Madison, in October, 1813, governor of Michigan; he administered the complex affairs of his office most successfully; under his sway peace was preserved between the whites and the treacherous and disaffected Indians, law and order established, and the Territory rapidly advanced in population, resources, and prosperity; held this position till July, 1831, when he was appointed by President Jackson Secretary of War; in the latter part of 1836 President Jackson appointed him minister to France, where he remained till 1842, when he asked to be recalled; in January, 1845, was elected to the Senate of the United States, which position he resigned on his nomination in May, 1848, as a candidate for the Presidency; after the election of his opponent (General Taylor) to that office, he was reelected to the Senate for the unexpired portion of his original term of six years; *when*

Mr. Buchanan became President he was appointed Secretary of State, and entered upon his duties March 6, 1857; retired December 12, 1860. He devoted some attention to literary pursuits, and his writings, speeches, and State papers would make several volumes, among which is one entitled France, its King, Court, and Government, published in 1840. Died in Detroit June 17, 1866.

WILLIAM HUNTER, of Rhode Island (Chief Clerk), entered upon duties as Secretary of State, *ad interim*, December 13, 1860; retired December 16, 1860.

JEREMIAH S. BLACK was born in the Glades, Somerset County, Pa., January 10, 1810; studied law, and was admitted to the bar in 1830; in 1842 was appointed presiding judge of the judicial district in which he lived; in 1851 was elected to the State supreme court, and made chief justice; was reelected in 1854; was appointed by President Buchanan March 5, 1857, Attorney-General of the United States; *was appointed Secretary of State and entered npon his duties December 17, 1860; retired March 5, 1861;* resumed the practice of law. Died August 19, 1883.

WILLIAM H. SEWARD was born in Florida, Orange County, N. Y., May 16, 1801; graduated from Union College in 1820; studied law and was admitted to the bar in 1822; settled at Auburn, N. Y., in 1823; in 1830 was elected to the State senate for four years; in 1834, as a Whig, was an unsuccessful candidate for governor of the State; in 1838 was renominated and was elected for two years; in 1843 resumed the practice of his profession at Auburn, attending chiefly to business in the Federal courts; in 1841 was chosen United States Senator for six years, and took his seat at the extra session called to consider the nominations of President Taylor; was reelected

JEREMIAH S. BLACK.

WILLIAM H. SEWARD

ELIHU B. WASHBURNE.

in 1855, and held the position until *appointed Secretary of State by President Lincoln; was commissioned Secretary of State March 5, 1861, and entered upon his duties the following day; retired March 3, 1869;* on the night of the assassination of President Lincoln, April 14, 1865, while confined to his bed by serious illness, an attempt was made to take his life also; the assassin, named Payne, inflicted a severe wound with a knife, from the effects of which, after much suffering, he finally recovered and resumed his duties in the Cabinet; in 1849 published the "Life and Public Services of John Quincy Adams." His own life and collected speeches were published in 4 volumes, between 1853 and 1862, edited by George E. Baker; in 1871 made the tour of the world. Died at Auburn, N. Y., October 10, 1872.

ELIHU B. WASHBURNE was born in Livermore, Oxford County, Me., September 23, 1816; served an apprenticeship in the printing office of the Kennebec Journal; studied law at Harvard University; removed to the west and engaged in the practice of law at Galena, Ill.; was elected a Representative to the Thirty-third Congress from that State, and reelected to the Thirty-fourth, Thirty-fifth, and Thirty-sixth Congresses; was chairman of the Committee on Commerce; was also reelected to the Thirty-seventh Congress, again serving as chairman of the Committee on Commerce, as a member of the Joint Committee on Library, and also as chairman of the Special Committee on Immigration; on account of having served continuously for a longer period than any other member of the Thirty-eighth Congress, usage accorded him the title of "Father of the House;" was the author, among many others, of the bill reviving the office of Lieutenant-General, which was conferred upon General Grant; was reelected to the Thirty-ninth Congress, again serving at the head of the Committee on Commerce, as

chairman of the Special Committee on the Death of President Lincoln, and as a member of the Committees on Rules, Reconstruction, Air Line Railroad to New York, and as chairman of the special committee to investigate the Memphis riots. Two of his brothers also served in Congress, namely, Israel, jr., and Cadwallader C. Washburn, who wrote their names without the "e"; was reelected to the Fortieth Congress; *March, 5, 1869, was appointed Secretary of State by President Grant; entered upon his duties March 5, 1869; retired March 17, 1869*, to accept the post of minister plenipotentiary to France, continuing in that position till 1877; during the Franco-German war gained the fervent regard of the German people by extending protection to Germans in Paris. Died in Chicago, Ill., October 22, 1887.

HAMILTON FISH was born in New York, August 3, 1808; graduated from Columbia College in 1827; studied law and was admitted to the bar in 1830; was for several years a commissioner of deeds for the city and county of New York; in 1837 was elected to the State legislature; was a Representative in Congress from 1843 to 1845; in 1847 was elected to the State senate to fill a vacancy; was governor of New York from 1848 to 1850; was a United States Senator from 1851 to 1857; in 1862 was appointed one of a board of commissioners to relieve Union prisoners in the Southern States, and succeeded in negotiating an exchange of prisoners; *was commissioned Secretary of State by President Grant, March 11, 1869; entered upon his duties as such March 17, 1869; was again commissioned Secretary of State March 17, 1873; retired March 12, 1877;* took a conspicuous part in negotiating a settlement of the Alabama claims and one or two important treaties in 1871 and 1872; from the time he left the Senate until he became Secretary of State he traveled in Europe; was for a time President

HAMILTON FISH

WILLIAM M. EVARTS.

JAMES G. BLAINE.

of the New York Historical Society; died at Garrison, N. Y., September 7, 1893.

WILLIAM M. EVARTS was born in Boston, Mass., in February, 1818; graduated from Yale in 1837; studied law at Cambridge and was admitted to the bar in New York City in 1840; in 1857 he received the degree of doctor of laws from Union College; attained a high position as a lawyer; was the leading counsel employed to defend President Johnson in his trial before the Senate; was Attorney-General of the United States from July, 1868, to March, 1869, when he resigned; was one of the three lawyers appointed in the interests of the United States before the Tribunal of Arbitration at Geneva in 1871 to settle the "Alabama Claims;" was one of the counsel who defended Henry Ward Beecher in 1875; in November, 1875, was invited by the Centennial Commission to deliver the opening oration at the Exposition in 1876, the kindred honor for reciting a poem on that occasion having been conferred upon Henry W. Longfellow; *was appointed Secretary of State by President Hayes, and entered upon his duties March 12, 1877; retired March 7, 1881;* resumed the practice of his profession in 1885; was elected United States Senator from New York for six years from March 4, 1885. Died in New York City February 28, 1901.

JAMES G. BLAINE was born in Washington County, Pa., January 31, 1830; graduated from Washington College, 1847; accepted the position of editor; removed to Maine; edited the Kennebec Journal and Portland Advertiser for several years; served for four years in the Maine legislature, two years as speaker of the house; in 1862 was elected a Representative from Maine to the Thirty-eighth Congress, serving as a member of the Committee on the Post-Office and Post-

Roads; reelected to the Thirty-ninth Congress, serving on the Committee on Military Affairs, the special committee on the death of President Lincoln, and as chairman of the Committee on the War Debts of the Loyal States; reelected to the Fortieth Congress, serving on the Committees on Appropriations and Rules; was reelected to the Forty-first Congress, and made Speaker of the House, holding that position during the Forty-second and Forty-third Congresses; was reelected to the Forty-fourth Congress; in 1876 was elected United States Senator, to fill the vacancy occasioned by the resignation of Lot M. Morrill; was reelected for the term ending in 1883; *resigned in 1881, to accept the post of Secretary of State in the cabinet of President Garfield; was commissioned March 5, 1881, and entered upon his duties March 7, 1881; retired December 19, 1881;* was an unsuccessful candidate for President of the United States in 1884; *was appointed Secretary of State by President Harrison and entered upon his duties March 7, 1889, and resigned the position June 4, 1892.* Died in Washington January 27, 1893.

Frederick T. Frelinghuysen was born at Millstown, Somerset County, N. J., August 4, 1817; was the nephew and adopted son of Theodore Frelinghuysen; graduated from Rutgers College in 1836; studied law and was admitted to the bar in 1838; was appointed attorney-general of New Jersey in 1861; reappointed in 1866; was subsequently appointed a United States Senator from New Jersey for the unexpired term of William Wright, deceased, and served on the Committees on the Judiciary and Pensions. In January, 1867, his appointment as Senator was confirmed by the legislature; his term ended in 1869; was reelected to the Senate for the term ending in 1875, and served on the Committees

FREDERICK T. FRELINGHUYSEN.

THOMAS F. BAYARD.

on Foreign Relations and the Judiciary, and as chairman of the Agricultural Committee; in 1890 was appointed minister to England, but declined; was reelected to the Senate for the unexpired term ending in 1877; *was appointed Secretary of State by President Arthur; was commissioned December 12, 1881, and entered upon his duties December 19, 1881; retired March 6, 1885.* Died May 20, 1885.

THOMAS F. BAYARD was born in Wilmington, Del., October 29, 1828; was chiefly educated in the Flushing School, established by the Rev. Dr. F. L. Hanks; his early training was for a mercantile life; studied and adopted the profession of law; was admitted to the bar in 1851, and, excepting the years 1855 and 1856, when he resided in Philadelphia, always practiced in his native city; in 1853 was appointed United States district attorney for Delaware; resigned in 1854; was elected a United States Senator for the term commencing in 1869 and ending in 1875; served on the Committees on Finance, Private Land Claims, and Revision of Laws; on the same day of his election, his father, James A. Bayard, was also reelected to the Senate from the same State, the only instance of the kind which ever occurred; was reelected in 1875, and again in 1881; resigned his seat in the Senate and *was appointed Secretary of State by President Cleveland, and commissioned March 6, 1885; entered upon his duties March 7, 1885; retired March 6, 1889.* Died at Karlstein, near Dedham, Mass., September 28, 1898.

JAMES G. BLAINE, of Maine, was appointed Secretary of State by President Harrison; *was commissioned March 5, 1889; entered upon his duties March 7, 1889; retired June 4, 1892.* This was Mr. Blaine's second appointment. (See biography, p. 124.)

WILLIAM F. WHARTON, of Massachusetts, while Assistant Secretary, was appointed Secretary *ad interim*, and entered upon his duties June 5, 1892; retired June 29, 1892. Was again appointed Secretary *ad interim* while Assistant Secretary, and entered upon his duties February 24, 1893, to succeed John W. Foster, and retired March 5, 1893.

JOHN W. FOSTER was born in Pike County, Ind., March 2, 1836; graduated from the Indiana State University in 1855; studied law at the law school of Harvard University; was admitted to the bar and commenced practice at Evansville, Ind.; served in the Union Army throughout the War of the Rebellion, rising to the rank of colonel and brevet brigadier-general; at the close of the war became the editor of the Daily Journal, at Evansville, Ind.; in 1869 was appointed postmaster at Evansville; was chairman of the Republican committee in 1872; in 1873 was appointed United States minister to Mexico; in 1880 was transferred to St. Petersburg, as minister to Russia; resigned in 1881 and resumed the practice of law, locating in Washington, D. C.; in February, 1883, was appointed United States minister to Spain; *was appointed Secretary of State by President Harrison, and entered upon his duties June 29, 1892; retired February 23, 1893;* was engaged by the Chinese Government as special commissioner and counsel in negotiating the treaty of peace between China and Japan; was a member of the High Joint Commission for the consideration and adjustment of disputed questions between Great Britain and the United States; has delivered a course of lectures on international law and diplomacy before the school of diplomacy, Columbian University, and has made valuable contributions to the literature of international law and diplomacy. Resides in Washington.

JOHN W. FOSTER.

WALTER Q. GRESHAM.

RICHARD OLNEY.

WALTER Q. GRESHAM was born in Harrison County, Ind., March 17, 1833; attended the State University at Bloomington, Ind., but did not graduate; studied law, was admitted to the bar in 1855, and engaged in practice at Congden, Ind.; entered the Union Army in 1861 as lieutenant-colonel; was soon afterwards promoted to be colonel, and was made a brigadier-general after the fall of Vicksburg; was wounded in July, 1864, while in command of a division before Atlanta, and was brevetted a major-general from that date; was financial agent of Indiana in New York City from 1867 to 1869, when he was appointed United States district judge for the district of Indiana, in which capacity he served until April, 1883, when he was appointed Postmaster-General in the Cabinet of President Arthur; in 1884 was appointed, circuit judge of the seventh judicial circuit; *was appointed Secretary of State by President Cleveland, and entered upon his duties the same day he was commissioned—March 6, 1893; died May 28, 1895, while in office.*

EDWIN F. UHL, of Michigan, while Assistant Secretary, was appointed Secretary of State, *ad interim*, to succeed Walter Q. Gresham, deceased, and entered upon his duties May 29, 1895; retired June 10, 1895.

RICHARD OLNEY was born in Oxford, Mass., September 15, 1835; was prepared for college in Leicester Academy, Worcester County, and was graduated from Brown in 1856; was also graduated from Harvard Law School in 1859, and in the same year was admitted to the bar in his native State; in 1874 was a member of the Massachusetts legislature; was in the practice of the law in Boston until called to the office of Attorney-General of the United States by President Cleveland in March, 1893; resigned that position to accept

the *appointment of Secretary of State; was commissioned Secretary of State June 8, 1895, and entered upon his duties June 10, 1895; retired March 5, 1897;* resumed the practice of law in Boston; Brown and Harvard conferred upon him the degree of LL. D.

JOHN SHERMAN was born in Lancaster, Ohio, May 10, 1823; was educated in the common schools, where was laid the foundation for the education he acquired through his insatiable avidity for knowledge; studied law, and at the age of 21 was admitted to practice; was elected to Congress in 1855; in 1859 was an unsuccessful candidate for the Speakership; was made chairman of the Ways and Means Committee, and thus became the leader of his party on the floor of the House of Representatives; entered the United States Senate in 1861, and sat continuously in that body till his death, with the exception of the four years he served as Secretary of the Treasury under President Hayes, and the period he was Secretary of State in the Cabinet of President McKinley. During the civil war Mr. Sherman was one of the stanchest and most influential supporters of the policy of President Lincoln. He took a prominent part in the reconstruction policy after the war, and during President Grant's second term came still more prominently before the country as the chief author and champion of the measures for the resumption of specie payments, which he afterwards carried to a successful issue as the head of the Treasury Department. He was three times put forward as an eligible candidate for the Presidency, but each time failed to receive the nomination. *Resigned his seat in the United States Senate to accept the position of Secretary of State in the Cabinet of President McKinley; was appointed March 5, 1897, and entered upon his duties March 6, 1897; resigned April 26, 1898.* Died October 22, 1900.

JOHN SHERMAN.

WILLIAM R. DAY.

WILLIAM R. DAY was born in Ravenna, Ohio, April 17, 1849; after completing his collegiate course in the University of Michigan in 1870, he studied in the law school at Ann Arbor, and in 1872 began practice at Canton. His firm, which he usually represented in the courts, became known in a short time through the length and breadth of Ohio. He was a zealous Republican politician, but neither sought nor accepted office for himself until he was nominated by both Republicans and Democrats to a judgeship in the court of common pleas in 1886. After a brief while he resigned from the bench to return to general practice. In 1889 he declined, on account of failing health, the appointment of judge of the United States district court. President McKinley appointed him Assistant Secretary of State May 3, 1897; *was commissioned Secretary of State April 26, 1898, and entered upon his duties April 28, 1898; resigned September 16, 1898*, to accept the position of President of the Board of Peace Commissioners to negotiate a treaty of peace with Spain. After completing the work of the Commission he was nominated by President McKinley for judge of the circuit court of the United States for the sixth judicial circuit, northern district of Ohio, and the nomination was promptly confirmed by the Senate. Judge Day is now holding this position.

ALVEY A. ADEE, Second Assistant Secretary—the position of Assistant Secretary being vacant—was appointed *ad interim* Secretary, and entered upon his duties September 17, 1898; retired September 30, 1898, on which date John Hay assumed the duties of Secretary of State.

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